SURVEY
Midmonthly

FEBRUARY 1940

CHILDREN IN A DEMOCRACY

Families
Resources
Services
Health
Education
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WHITE HOUSE CONFERENCE

Reported by

BEULAH AMIDON · GERTRUDE SPRINGER · KATHRYN CLOSE

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February 15, 1940

Dear Survey Reader:

First of all, we had you and other readers in mind in bringing out this special number on The White House Conference. - That you would surely want more than the newspapers carried; want the heart of it in swift, engaging strokes; want it far in advance of the proceedings.

With Gertrude Springer leading off, our staff had spirited team play from experts and lay participants alike. The plan will come full circle if our readers themselves take hold to get the widest sort of hearing the country over.

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Sincerely,

Paul Kellogg
Editor

DEAR MR. EDITOR: Here's my shove. Send ☐ to me, or ☐ to the names on the attached list ..... copies of Children in a Democracy, for which I enclose $ .....

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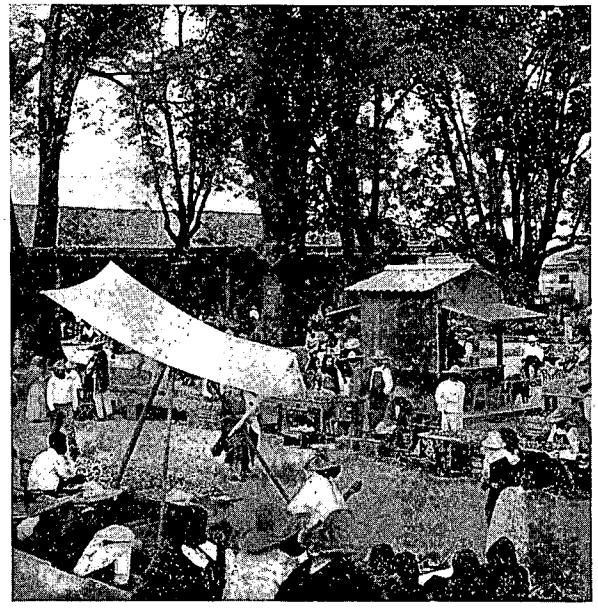

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So They Say

• Adult ignorance means goosestepping to dictators.—E. R. BOWEN, *general secretary, The Cooperative League.*

• All wars are like icebergs: only a small part of their substance shows above the surface.—*Editorial, The Christian Century.*

• Faith is knowledge on which I am prepared to risk myself in action.—PROF. GREGORY VLASTOS, *Queens University, Kingston, Ont.*

• Force generates nothing but dust and ashes. It is not and never has been a creative element in life.—ALVIN JOHNSON, *New School for Social Research.*

• Those who live in statistics tend to forget that one man's median is another man's person. The only corrective is to try to remember that behind every figure lies flesh and blood.—LOUIS TOWLEY, *St. Paul, Minn.*

• The paradox of poverty in the midst of plenty which has become so striking in the last decade has merely stimulated the search for the alchemist and increased the number of rainbow chasers.—*Annual report, American Association for Social Security.*

• No individual communist, at the present writing, can do more harm to that form [American] of government than the public official who runs a corrupt machine and gives the victims of his misrule occasion to doubt that popular government can work.—WESTBROOK PEGLER, *newspaper columnist.*

• Civilization does not die, it migrates.—WILL DURANT, *in The Life of Greece.*

• The politicians are so busy chasing the old age pension vote that they hardly bother any more to kiss the babies.—ERNEST K. LINDLEY, *Washington journalist.*

• Schools need not preach political doctrine to defend democracy. If they shape men capable of critical thought and trained in social attitudes that is all that is necessary.—ALBERT EINSTEIN, *to the New Jersey Education Association.*

• You can't convince 200,000 youngsters who have finished their schooling and have been months and even years without employment that opportunity still exists in America.—RICHARD W. LAWRENCE, *president, YMCA of New York City.*

In the March issue of *Survey Midmonthly* Glen Leet will resume his commentary, "Here in Washington," with backstage glimpses of the making of social legislation. The "Glen Leet page" will be a regular feature of the *Mid* until Congress adjourns.

• Unless theories get ahead of facts, thinking does not advance.—DR. KARL A. MENNINGER, *Topeka, Kan.*

• Colleges cannot produce "leaders" apart from the home and society from which they come.—*Antioch Notes.*

• The test of America is to produce a working model of a world fit to live in.—ANNE O'HARE MCCORMICK, *New York Times.*

• Religious experience may be difficult to define but it is not difficult to recognize.—PROF. D. ELTON TRUEBLOOD *in "The Knowledge of God."*

• Any refusal to make a boy face ideas, because ideas are more difficult to grasp than facts, results in simply stuffing him instead of educating him.—HENRY MERRITT WRISTON, *president, Brown University.*

• Crusaders for alleged social reforms may easily lapse into an attitude of impatience when they are frustrated by scholarly conclusions.—GEORGE J. LENT AND FRANCIS S. MOSELEY *in The Forum.*

• There are less acres under cultivation in the South today than there were in 1860. That land is far less productive today. And yet there are twice as many families trying to squeeze out a living on those acres today as there were in 1860. There is the problem, in a nutshell.—W. W. ALEXANDER, *Farm Security Administrator, to the Southern Conference on Interstate Problems.*

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SURVEY MIDMONTHLY

FEBRUARY 1940 VOL. LXXVI NO. 2

Children in a Democracy

By GERTRUDE SPRINGER and KATHRYN CLOSE

The White House Conference Faces the Needs and the Promise of a New Decade

FOURTH in the series, the very name by which it was called, Children in a Democracy, distinguished this year's decennial White House Conference. It was concerned with all the children, not merely with those handicapped by circumstances. Its base-line was normal life. Its specific purpose was to develop a frame of reference for equipping American children "for the successful practice of democracy." At no point in either studies or deliberations were these children considered in a vacuum. Their climate, whether economic, social, physical, cultural, is the climate of the family, the community, the country in which they grow up. Their growth roots in the strength and weaknesses of all three.

So it was that in mid-January, 672 men and women, informed, deeply concerned, gathered in Washington to examine in detail the state of child life in this democracy of the United States of America, the forces that shape it, the conditions requisite to health and opportunity for new generations.

Called a year ago by President Roosevelt, the conference held an initial meeting at the White House last April to discuss objectives and define areas of study in preparation for its major session, the one just held. The manner in which the conference was organized, the way in which its studies were conducted, its findings and proposals assembled and tested, are told elsewhere by Fred K. Hoehler. [See page 50.] Elsewhere too [page 52] Homer Folks recounts briefly the "story of the '30s"; the impact upon child life of social and economic changes in ten hard years and the progress to date toward goals set by the White House Conference of 1930 under Hoover, of 1919 under Wilson, and of 1909 under Theodore Roosevelt.

Not only did the 1940 conference stand out in dealing with all the children; it had another distinction. Many people, gathered in many conferences of many kinds, have scrutinized the component parts of the child—his health, his education, his handicaps—but seldom if ever before has a conference broken through all the pigeonholing of the specialists and put "the whole child" on the platform. This was a salutary procedure welcomed by everyone including the specialists themselves. Into the conference, into its studies, its reports and its discussion flowed the experience, the thought and the seasoned judgment of the experts, the doctors and "health men," the educators, economists, social workers—but it was not a conference of experts as such. It was a conference of thoughtful, informed citizens, pooling their varied experience toward a common objective: "to use all we know for all the children."

Photograph courtesy of the Children's Bureau

The Participants

THIS CONFERENCE HAD NO HERO. NO SINGLE PERSON dominated it; no panacea electrified it. Political party lines never showed themselves. Katharine Lenroot, chief of the U. S. Children's Bureau, had shared its engineering with leaders, lay and professional, from many states and many fields. Everyone seemed to bend over backwards to keep it from being a New Deal show. Its chairman, Frances Perkins, Secretary of Labor, is a Democrat; Homer Folks, chairman of the key report committees which shaped the findings of the conference, is a Republican, executive of the New York State Charities Aid Association, a privately supported agency which for forty years has initiated, criticized and pressed for the development of public social services. But it is doubtful if many people at the conference knew or cared what were the affiliations of the leaders. The membership itself was of all political persuasions just as it was from all walks of American life and from all varieties of organized activity in every section of the country.

A few members personified the continuity of American concern for children. As a participant in all four White House Conferences, Mr. Folks was one of them. So too was James E. West, head of the Boy Scouts of America, who initiated and served as executive secretary of the first conference, called by President Theodore Roosevelt. Another was Henry W. Thurston, whose writing and teaching have given notable direction and philosophy to the child welfare

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movement in this country. There were many others. Missing were two leaders of that movement, Grace Abbott, former chief of the Children's Bureau, and Christian Carl Carstens, executive director of the Child Welfare League of America, both of whom died last summer.

The personnel registered a dramatic change from the old days when such pioneers were voices in the wilderness. The conference offered abundant evidence that their voices had been effective, for here were not just social workers listening to each other. Here in mounting numbers were executives of the new public services; and here was the big "public" that child welfare workers had tried so long and earnestly to reach—people from labor, industrial and farm organizations, from women's clubs and parent-teacher groups. Here were clergy of all faiths; here were doctors, lawyers, merchant chiefs. They brought experience and ideas of their own and they came not only to listen but to talk. They no longer needed to be convinced or "educated" by social workers on the needs of children. On this issue they were joined. They gave new dimensions to the gathering and were welcomed by no one more than by the social workers.

The Conference Opens

THE CONFERENCE CONVENED ON A DULL GRAY THURSDAY in the comfortable, well equipped auditorium of the Department of Labor. First to come at nine in the morning was Mrs. Roosevelt, bringing a message of greeting from the President. Unfortunately, however, she was just an hour ahead of the meeting. No one was there. The demands on her time being what they are, the conference had to do without the greeting, but the reporters had a new item for Rooseveltiana (Mrs.).

Well toward five hundred members were present when, as chairman, Secretary Perkins opened the meeting at ten o'clock. Every state, every strand in the American social skein was represented. There were friends and neighbors too. Charlotte Whitton, executive director of the Canadian Welfare Council, made the succinct remark: "Canada looks to the United States to guard the rights of children in a democracy, while Canada guards democracy for the children." The voice of Fru Betzy Kjelsberg, chief factory inspector of Norway, broke when she spoke of the "threat on the doorstep" to the democratic institutions of her own country.

As executive secretary of the conference, Miss Lenroot outlined the plans for procedure and Philip Klein, research director for the report committee, those for group discussion of the topical reports. Mr. Folks told informally how the general report had been compiled and of the "carnage in submitted material" that had been necessary to bring it to its fifty-one pages. Its eighty-odd recommendations were not "tired hopes," he said, but practical proposals, not all of which could be implemented at once, but all "possible to realize within ten years." "The studies of the committee showed clearly," he said, "that the basic economic problem of children in a democracy is the basic economic problem of the nation."

The plan of the three-day meeting had been for deliberative study of basic material and topical recommendations prepared by staff and consultants and sent in advance to the conference membership; their discussion and amendment at Washington, topic by topic, by eleven special groups; their consideration and acceptance by the conference as a whole. By Friday night, at the White House, topics and proposals had been crystallized by the report committee into a program of action, subject to post-conference revision by that committee.

The Conference Report

THE OUTSTANDING VIRTUE OF THE CONFERENCE REPORT is that it brings together a great mass of facts about American life and integrates them in their bearing on the "growing conditions" of children. As first presented, the report held little surprise for delegates familiar with the American scene. It definitely recognized the progress already made. At the same time it set forth, as Josephine Roche put it, "the shocking injustices and inequalities that doom children of too many American homes." The text was not impassioned; rather it was cool, almost scientific in tone, seeming to depend for its impact on the weight of its marshalled facts.

"As a call to action, much too tame," said the doughty Rev. John O'Grady at Friday's session.

"But," countered Homer Folks, "its every phrase points to action."

The recommendations, like the report that supported them, offered nothing new or electrifying. Their direction had been forecast by the inexorable course of events along paths long since blazed by social frontiersmen. Their virtue lay in the fact that they cleared away much underbrush and set up markers leading ahead in a long range program of wide appeal and manageable compass. The conference was brought forward from May to January, soon after the opening of Congress. Yet the report committee, it seemed clear, had its eye on 1950 rather than on the present session. It did not put forward as immediate a program which eventually must entail large scale expenditures. Rather it stated facts, defined needs, and submitted a course of action to meet them. This looked like good sense to those who hold that the ills of democracy must be treated step by step through the processes of democracy.

But this did not satisfy others in the conference who regarded time as of the essence. It was from the topical discussion groups and from the general sessions that urgent espousal came for expansion now—instead of the contraction proposed by the administration—of such services as WPA, NYA and CCC. Even on the old and honorable issue of the federal Child Labor Amendment the report was silent. A motion from the floor got it into the recommendations. While engineers of the National Health Program were active in the conference, that program as such was not even mentioned in the recommendations. A phrase that seemed to comprehend health insurance was clarified only when a member insisted from the floor that among its alternative meanings this was certainly one.

One of the criticisms of report and recommendations alike, that ran through the conference and finally was voiced on the floor, was of their "pessimism," that they overweighted weaknesses, underweighted strengths, and painted a too gloomy picture of children in our democracy at a time when democracy itself is under attack by the totalitarians. Not enough apparently were such sober statements as this, well forward in the report:

> It is to the everlasting credit of this democracy that despite the strains of the past decade we have not only maintained our social institutions and public services but have notably improved some of them. . . .

These critics seemed to want every statement of a minus to be viewed with alarm, nicely balanced by a plus to be

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pointed to with pride; every statistic indicating a lag in progress matched by one showing a gain. They wanted, said someone, "the flag on every page."

In contrast, another criticism was that there was a tendency to bear down too exclusively on doing things for and to, rather than with, children; too much of adult "we" conditioning young "them." Thus, it was arguable that the way in which one recommendation on educational services was cast, advocating the development of a "firm, active and informed loyalty," needed only translation into the appropriate tongue to be taken over by any dictator without turning an eyelash. Such critics saw in "patterned loyalty" a danger to that "free consent" that goes with government by the governed. They could point to the presentation on leisure time activities which put its trust instead in understanding of the ways of democracy, and participation in them, to stir young imaginations to their espousal.

Discussion Begins

FIVE POINTS OF THE COMPASS OF AMERICAN CHILDHOOD were brought out at the opening session by members of the committee that had shared in the rigors of preparing the report. Elisabeth Christman of the National Women's Trade Union League spoke for an adequate wage for the breadwinner as the key to the welfare of the child. "The democratic way of life means economic freedom to enjoy its less tangible blessings." Katherine Dummer Fisher of Chicago, youthful mother of six, claimed the right to speak as a parent, not as an "organization" or a "cause." She asked the conference to realize that the tangibles proposed in the report are not enough to make the American way of life:

We want for our children the high adventure of pushing out the boundaries of brotherhood. So, we ask you to see that these various specific proposals imply our democratic faith in the value of every individual, his right to the opportunity of development, his ability to work with his fellows and his willingness to pay the price of liberty by assuming responsibility. This faith we must transmit to our children, in the only way that can give it validity. We must live it ourselves.

Dr. A. Graeme Mitchell of the College of Medicine, University of Cincinnati, spoke as a pediatrician: "Health and illness are too complex to be solved by any one agency. The bottle of milk may be as important as the doctor. The child himself is the main factor in his chances for health." Dr. C.-E. A. Winslow of Yale University, speaking as a "public health man," pointed out that the National Health Survey has "made it abundantly clear" that "as one goes down the economic scale, sickness need increases and medical care declines. . . . Plenty of people believe that the mothers and the babies of the nation should be preserved

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IN THE EAST ROOM OF THE WHITE HOUSE. PRESIDENT ROOSEVELT SPEAKING . . .

". . . After reviewing the record of the past ten years, your conference finds that we have definitely improved our social institutions and public services. You conclude, and rightly, that to have made progress in a period of hardship and strain proves that America has both strength and courage. But we have still much to do. Too many children are still living under conditions that must be corrected if our democracy is to develop to its highest capacity. . . . You have charted a course for ten years or more ahead. Nevertheless, the steps we take today will determine how far we can go tomorrow, and in what direction.

"I believe with you that if anywhere in the country any child lacks opportunity for home life, health protection, education, or moral and spiritual development, the strength of the nation and its ability to cherish and advance the principles of democracy are thereby weakened.

"I ask all our fellow citizens who are within the sound of my voice to consider themselves identified with the work of this conference. I ask you all to study and to discuss with friends and neighbors the program it has outlined, and how its objectives can be realized. May the security and happiness of every boy and girl in our land be our concern, our personal concern, from now on. . . ."

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Harris & Ewing

"We cannot afford to let things rest as they are." Left to right: C.-E. A. Winslow, professor of public health, Yale University, Katharine F. Lenroot, chief U.S. Children's Bureau, executive secretary of the conference; Dr. George F. Ruhland, health officer, Washington, D.C.

provided it doesn't cost any money. . . . But it will be very bad economy to save money at the cost of the minds and bodies of the children of this country. We cannot afford to let things rest as they are."

Nor was Floyd W. Reeves, director of the American Youth Commission, content to let educational opportunity hinge on economy. He reviewed and tied together the findings of the reports on education, leisure time, and the needs of youth, and called attention to the fact that it is impossible to draw the line between education and recreation. He does not hold with compulsory education beyond the age of sixteen, but:

> If youth desires to continue beyond this age and cannot do so without financial assistance, such assistance should be afforded them. But if they do not desire to continue full time education and cannot find employment in private enterprise, they should be provided with jobs with the opportunity for part time education whether their jobs are in public or in private enterprise. . . . We cannot assure education for young people beyond the compulsory age merely by providing facilities. It must be made possible for them to use those facilities.

Similarly W. R. Ogg, director of research of the American Farm Bureau Federation, broke with the denial of equality of opportunity to rural children:

> We talk about conservation of soil, water, forest, and so on, but what about the conservation of the greatest of all our resources—our children? Certainly they are worth as much to taxpayers and to our government as battleships and airplane bombers! Certainly they are worth spending tax revenues to improve and expand educational facilities, medical and health facilities, and other vital child welfare services. They are worth sacrificing a little tradition and a little personal liberty, if necessary, to assure more security, freedom, and protection for all.

Their ears ringing with these challenges the members of the conference barely had time for a hasty bite in the Labor Department's cafeteria before they betook themselves to the group discussions. "I'd be more reasonable if I'd had more time for lunch," said one of them. "And how I would like a little time to think!"

As has been said, there were eleven of these discussion groups. Each had before it one of the topical reports that lay back of the complete conference report. Some of these group meetings were more satisfying to their participants than others. Here they hewed to the line of fundamentals; there they lost themselves in debates over phraseology. Some battled over "issues" and "policies"; others argued comfortably, all on one side of the fence. For the most part, the preliminary reports [for excerpts see page 63] were not greatly modified in intent or approach when they went back to the report committee. Most groups recommended changes in phraseology; but more than one, as Miss Lenroot put it, "drafted some new language." And sometimes the change of a word packed a world of meaning. For example, the barring of paid work *outside* of school hours in the fourteen to sixteen age group, meant one thing; the change to *after* school hours meant something quite different—meant a head-on collision with newspaper publishers who call out young boys in the small hours for early morning deliveries.

The Topical Groups

THE DISCUSSION ON *The Family as the Threshold of Democracy* drew some sixty persons, among them a liberal sprinkling of psychologists and psychiatrists. There was agreement that family life is "confused and bewildered"; that parents under modern conditions and the pressure of "modern ideas" have developed a sense of inferiority because the schools, playgrounds and social agencies can do so much more for the children than they themselves. But there was not agreement that the family is "crumbling"; struggling, yes, but not "crumbling." Under the provocative leadership of Dr. James S. Plant of Newark the group tried to state in concrete terms just how the family is the threshold of

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democracy. It did not succeed too well. How to find phrases and sentences to express the delicacies of psychological and spiritual influence that flow from family association proved to be difficult even for the psychiatrists. One of the members wanted to draw up a catalogue of the attributes of an ideal American family. Another held that the "concept of growth" implanted in the parental mind would, by its logic, develop a democratic framework for family relationships. Aspirations for child training and parent training for the democratic way of life were plentiful in this group, but no formulated program emerged. The group stood by the principles enunciated in the report but did not attempt to implement them.

The group which canvassed *Economic Resources of Families and Communities,* led by Prof. E. E. Witte of the University of Wisconsin, was made up largely of experts—economists, home economists, students of population movements and leaders of consumer movements—all of whom engaged in lively discussion of the substantial material put before them. They had no quarrel with the argument that "The principal objective of sound economic life in a democracy is that people shall be able to earn and administer their own incomes," but they had ideas of their own on how this objective might be achieved. There was some good discussion on vocational education as a step toward larger incomes; on means to enable families to spend their incomes more effectively (notably through consumer education and information); on increasing the non-monetary income of farm families; on population reserves. All these matters were referred by resolution to the report committee for inclusion in the final topical report.

Led by Dr. Frank G. Boudreau of the Milbank Memorial Fund, New York, a small well-informed group discussed *Housing the Family*. It agreed on fundamentals, differed on details, and made no recommendations for major changes in the report.

The group on *Economic Aid to Families* got into such a lively tilt that the chairman, William Hodson, commissioner of public welfare, New York City, had to have the support of a legal expert and a parliamentarian to keep it straight. The stenographer, struggling to take "the record," practically collapsed.

To Mr. Hodson's mind the group was concerned "with the economic aid that must be handed out to families when the parents have not got a decent job at decent wages. But we must never forget that the prime need of the home is that job; assistance is secondary." The recommendations put forward by the report committee proposed in general the extension and strengthening of existing forms of economic aid. Federal aid to the states for general assistance was advocated only when "necessities cannot be met through other federal or federal-state programs."

The whole purport of the recommendations was sharply challenged by Edith Abbott of the School of Social Service Administration, University of Chicago. She urged instead a plan on the order of the British Unemployment Assistance Board. "We should hold the President to his promise of federal aid for employables, federally administered from top to bottom." She proposed a federal work program for all employables, plus retraining projects and with direct cash assistance for those who for any reason fell out of the program.

Miss Abbott urged the abolishment of all settlement laws, and the group voted to make such a recommendation to the report committee, only to rescind its action a little later. She also went on record as opposed to variable grants-in-aid to the states for relief purposes. Adequate standards of family relief, she held, should determine the size of the grant, not the capacity of the states to share the load. Miss Abbott put up a stern and gallant fight, but one by one her motions were lost and the recommendations went back to the report committee in substantially their original form.

The discussion of *Social Services for Children,* the Rev. Bryan J. McEntegart of New York, chairman, developed in its turn a lively exchange between Sophonisba P. Breckinridge, also of the School of Social Service Administration, University of Chicago, and the Rev. John O'Grady, dean of the School of Social Work of the Catholic University of America. Their exchange, turning on the responsibility of public agencies to establish complete services for children, brought to the floor that hardy perennial, public subsidies for private agencies, and a reiteration of the principle, "Public funds should be expended by public agencies." On this the report committee had said that the public agency should be "equipped to provide all essential services for children, either directly or through utilizing the resources of other agencies. . . . Where public funds are paid to private agencies and institutions, they should be given only in payment for care of individual children whose admission to service has been approved by the public agency and who remain its responsibility." In the end this recommendation stood practically unchanged.

Another exchange in this group was on the functions of the juvenile court, one school of thought holding that they included the social treatment of a child brought into court; the other that they were limited to adjudication. The recommendations in the topical report held that the courts should be "relieved of cases not involving adjudication of custody or guardianship, enforcement of responsibility of adults toward children or correction of serious delinquency." There was a good deal of worrying over terminology and the word *correction* [of serious delinquency] finally was changed to *treatment,* but not everyone was quite sure how much change in principle this change of a word implied.

The topical report as submitted to this group by the report committee was variously criticized as "too rosy" and "optimistic" in its confidence that local communities would support the program of public services it proposed. Speaking as one identified with the work of private agencies, Paul T. Beisser, general secretary of the Henry Watson Children's Aid Society, Baltimore, and president of the Child Welfare League of America, contended that it should have less acceptance of the performance of the private agencies and a clear statement on the relationship between public and private agencies. "No mention is made of the lag of private effort during the last ten years of public advancement, nor are there positive statements that would stimulate the private agencies to close that gap."

Consideration of *Children in Minority Groups,* chairman, Prof. Charles S. Johnson of Fisk University, turned on strengthening the language of the report and underpinning it with additional evidence of the dangers to all children inherent in racial discrimination against some children. "One effect," said Mordecai Johnson, president of Howard University, "is to undermine faith in democracy among children of the majority."

The topic, *Religion and Children in a Democracy,* came into the program for a second time in the history of White

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House Conferences. "That we even are meeting and are agreed on the belief that religion and democracy are inseparable, is something," said Rabbi Edward L. Israel of Baltimore in opening the discussion group. "At the White House Conference ten years ago we could not have done it." The group had no reservations on the need for religious education for children, but groped in vain for a formula for how to go about it. Someone suggested "simple interpretations" for school children of "the nature of the universe" and the philosophies of "the spiritual revealers of history." At the other end of the scale there was someone to propose that the question of separating church and state should be reopened in relation to religious education. There was candid criticism of the report, as drafted, for its failure to comment on the weakness of present methods of religious education and on its lack of proposals, specifically to the churches, of means for strengthening those methods. The first draft of the report, the chairman explained, had outlined a content and a method for religious education, but the whole situation was so confused that it seemed wise not "to tread on dangerous ground too quickly." Hence the decision to limit the ground covered by the report to an affirmation of the "potent influence of religion" on the child, a statement of the responsibility of parents, church and "other social organizations," and the proposal to institute a thoroughgoing study of the whole matter of religion in a total program of education.

At the group meeting on *Health and Medical Care for Children,* led by Dr. Henry F. Helmholz, professor of pediatrics at the University of Minnesota, concern centered around the question: did the report place too heavy emphasis on economic needs, too little on the need for health education, and for trained personnel. Dr. Kendall Emerson of the National Tuberculosis Association, and Dr. Felix J. Underwood, state health officer of Mississippi, were the outstanding champions of the emphasis on economics. Dr. Emerson insisted that "maldistribution of financial resources" is the main problem affecting the nation's health. —"You cannot do good if you do not have resources."— Dr. Underwood questioned the advisability of stressing community responsibility for communities too poor to do anything.

Liveliest argument of the meeting ensued when Dr. Clifford G. Grulee, clinical professor of pediatrics at Rush Medical College, Chicago, offered a motion to incorporate a statement recognizing that the greatest obstacle in the way of health improvement is the general "lack of intelligence" of "these people." Members of the group who agreed that health education, particularly through demonstration, is as important as medical or economic aid, resented the phrase "lack of intelligence." Dr. Grulee refused to change the phrase to "ignorance." His motion was defeated in the vote, but his term "these people" was echoed even by those coming to the defense of the general intelligence level. Not until Dr. A. Graeme Mitchell of Cincinnati rose, during a discussion of mental health, to suggest that a child must be given a sense of responsibility to democracy, was the group reminded that it was considering the health of all the children in a society supposedly devoid of class distinctions.

Dr. Fred L. Adair, chairman of the department of obstetrics and gynecology of the University of Chicago, held that it was putting "the cart before the horse" to consider the education of the laity before that of the profession. His statement was supported by Dr. John L. Rice, New York City commissioner of health, who pointed out that even New York, noted for its high standards of health service, is handicapped by a shortage of trained personnel.

A DISCUSSION OF THE NEED FOR PUBLIC FUNDS FOR RESEARCH, advocated by Dr. Mitchell and Dr. Joseph Mountin of the U. S. Public Health Service, precipitated testimony by Dr. Grulee and Dr. Lon W. Morrey of the bureau of public relations of the American Dental Association, that there is little use in providing public dental services, even for children, until there is more research into the problem of dental caries. This and a few isolated recommendations for school breakfasts, eye refractions in schools, the training of nurse-midwives, were about the only specific moves advocated in a meeting given over for the most part to theory and emphasis. Harriet Silverman, executive secretary of the Peoples National Health Committee, asked "What are we going to do about the Wagner health bill?" But this question and another she asked about the housing bill remained unanswered. The only motion adopted was one demanding more stress in the report on training personnel and on public support for research.

The report on *Education Through the Schools* provoked little disagreement in the discussion group, chairman, William G. Carr, of the National Education Association. Terminology was combed but its recommendations stood and were generally commended for their concreteness, opportuneness and forward thrust. The first three recommendations—for enlarged units of local school administration and state and federal aid—would provide, Mr. Carr explained,

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the means by which all the other proposals would be implemented. "They are the 'how we can do it' part of the proposed program."

The report on *Leisure Time Activities* set up a stir in the conference long before it came under the searching discussion of a group led by Prof. Grace L. Coyle of Western Reserve University, president of the National Conference of Social Work. The recommendations were variously criticized as "lopsided," failing to take account of other than play and recreation—"It's hardly above the basketball level"—and as lacking in recognition of the contribution and potentialities of voluntary effort.

The discussion group insisted upon amplification in the general report of the social meaning of free time activities. Much confusion was apparent over the use of terms—the same words meant different things to different people. When the term "character building" was put forward as an omnibus description of a whole group of agencies, there was protest that it was inappropriate and limited.

The real brush came when James E. West of the Boy Scouts of America and Sanford Bates of Boys Clubs of America insisted that the group recommend that the conference "record its appreciation . . . of the fine spirit of service revealed by . . . volunteer leaders" in programs for young people, and "its appreciative recognition of the hundreds of millions of dollars contributed through local campaigns and community chests to undergird these vital programs." The majority of the group demurred. They agreed with these proponents that the report as drafted did scant justice to the place, function and contribution of private agencies and they meant to have that rectified in the final revision. But they were clearly convinced that in "free time services," the government must assume more and not less responsibility, discharging it in a way to encourage democratic control and development of public programs. As for the "thank you kindlys," why not recognize instead, that supporters and participants in private agencies are sharing in the great adventure of American children? The topical report went back with its recommendations only slightly changed but with a pretty thorough rewrite of their supporting material, a rewrite which broadened and enriched the whole concept of the field and which was accepted by the report committee.

The discussion of *Child Labor and Youth Employment,* led by Courtenay Dinwiddie of the National Child Labor Committee, was packed with factual illustration. It was shown clearly that the provisions of the Fair Labor Standards Act have not "abolished" child labor in the United States; have in fact affected only a minority of working children. An appalling picture was drawn of the exploitation at farm labor of thousands of children on the road with migrant families. The group urged a searching inquiry by Congress and by governmental departments.

The bearings of education upon both work and citizenship brought forth the liveliest discussion of the group meeting. All were agreed in urging recognition of changes in types of employment for young people and of the great increase in unemployment among them. Both school programs and vocational training should have greater versatility and adaptability. Various recommendations went back to the report committee from this group, including one, buttressed by similar proposals from others, that a section on migrants be added to the general report.

The All-Day Discussion

THE WINTRY DARKNESS WAS DEEP OVER WASHINGTON before these eleven topical meetings wound up their discussions and submitted their proposals to the report committee. That long suffering body, which had fondly hoped to make the indicated changes in the general report in two or three hours, found itself hard at it far into the night. There was not time to have the revised document prepared for distribution on the floor of the general session on Friday where it was presented for all-day discussion. The members had to follow the revisions, paragraph by paragraph, as they were read from the platform.

Most of the changes proposed by the groups, said Mr. Folks, were in rewording and expanding the text supporting the recommendations. Most of the groups felt that their particular subjects rated more detailed presentation and hence more space in the over-all report. A number of additional recommendations had been proposed, but nothing that had come from the groups called for recommendations contrary to those put forward by the report committee. Many of the concrete proposals, he assured the members, had been accepted by the committee. All would be studied carefully and the topical reports rewritten to take them into account.

The report as a whole, said Secretary Perkins in opening the discussion, offered a "pattern of behavior for people in relation to children, a standard to which all good men may repair." It also forces us, said Josephine Roche, to see the hard realities of today, "the conditions that stubbornly go on in violation of democracy's promise of equal oppor-

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Charles S. Johnson

tunity." The import of the conference, she said, lay in the President's words quoted on the first page of the report: "Democracy must inculcate in its children capacities for living and assure opportunities for the fulfillment of those capacities." Its findings were summed up in a sentence on its last page. "Secure family life is the foundation of individual happiness and well-being." Between these two quotations, she said, lay a program of action for the American people directed toward the conservation of human resources.

The conference made clear, here and elsewhere, that it chimed in with such appraisals of the output of its labors. Criticism from the floor, on the report as a whole, chiefly had to do with what certain members felt were sins of omission. "We don't even have political democracy. Look at the poll tax. This should be brought out in the report. In many states this affects the 'practice of democracy' by a vast majority of the citizens." . . . "Children should be referred to as 'future voters.' " . . . "There is not enough emphasis on how we can make these objectives the objectives of parents, educators, doctors, everybody." . . . "The statistics are one-sided and present an unfair picture of child life in America. In our defense of a democratic system we should not give people across the water the chance to say that democracy does not work."

Commenting on the sections concerned with the child in his home, Harry L. Lurie of New York said:

> This program is not new, not radical, not unreasonable. Why not proceed directly to solve our problems of poverty? The methods we have used have failed only because they have not been carried far enough. We might exchange our poverty problems for fiscal problems. Well, why not? Are fiscal relations more important than human needs? It will be time to experiment with new economic formulas when we have established social security.

Isadore Lubin, chief of the Bureau of Labor Statistics, Department of Labor, wanted more meat in the economic section of the report which, he said, oversimplified the problem of unemployment, basic to family life. It did not tie up definitely the many factors involved. It did not take sufficient account of the fact that annually the stream of young people ready to seek work exceeds by 500,000 our old people ready to retire.—"Industry must absorb this net increase each year before we make inroads on the bulk of overhanging unemployment."—It did not survey adequately the various devices supposed to soften the problem of unemployment—unemployment compensation, old age insurance, child labor restrictions, dismissal wages, vacations with pay. The report, Mr. Lubin said, should consider technological unemployment more fully and the problems of seasonal employment.—"Public work alone is not a solution."—But he was not a prophet of despair. He saw many opportunities for increased employment; not in new industries but in "the modernization of standards of living and of ways of doing things. . . . The problem is not unsolvable."

Joseph Cadden, executive secretary of the American Youth Congress, who urged repeatedly that the report should be concrete in its proposals, wanted to see more jobs opened up for young people "above the relief level." With these young people scarcely touched now by the CCC and the NYA, he proposed, and the chairman of the report committee accepted his statement, that the conference recommend to Congress that its appropriation for the NYA next year should at least be doubled.

The discussion of economic aid to families brought some spirited exchanges on the floor. The Rev. John O'Grady, with reservations about federal grants-in-aid for direct relief, warned of:

> . . . the danger we face in a greatly reduced federal work program, or in losing it entirely. The issue is not the faults or virtues of the present program. It is whether we have such a program at all. We should be more resolute in bringing efforts to bear on Congress to hold and develop it. Federal grants-in-aid for assistance, even a new category, will not replace it. We should make grants-in-aid work in the categories before we try to extend them to general relief. We need a sliding scale in grants-in-aid, but who can suggest a sliding scale that Congress would accept?

William Hodson of New York countered by declaring that the conference was on record for continuing WPA. But, he added:

> Is it practical to say that we want to give up one program because we would adopt an additional one? Would Congress be prepared to reduce WPA if it were responsible for picking up the resulting backwash? We must have a program with the over-all participation of the federal government in all types of assistance.

Many sections of the report, as they were presented for acceptance, brought out little discussion except on minor wording or emphasis. Much of it traversed ground already covered in the group meetings on points already reckoned with by the report committee.

This was not the case, however, when the matter of compulsory school age came on the floor, more or less entangled with child labor. Proposals flew back and forth for

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PALO ALTO

Rabbi Edward L. Israel

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compulsory schooling up to eighteen; for the elimination of child labor "in and out" of school; for "compulsory" opportunities for employment for youth, and so on. "If you're training children for a democracy," put in someone plaintively, "you've got to prepare them to live and accept responsibility. You can't have too many compulsory laws." All through the discussion the old conviction that work is a salty and desirable discipline and experience for young people cropped up again and again, with enough proponents to indicate that it still has a lot of kick in it.

Most of the proposals from the floor were "accepted" by the report committee as "statements," but two at least were put to a formal vote. The conference went on record for sixteen as compulsory school age and it came out flatfootedly, in spite of fervid opposition, for ratification of the federal Child Labor Amendment. As has been said, the amendment was curiously absent from the report; but it refused to stay out of the conference. Again and again it popped up. At what seemed like long last, Harriet Silverman of New York brought it in as a formal motion, promptly and loudly seconded by several people at once. Quick in opposition was Edmund Borgia Butler of New York, professor of law at Fordham University: "Is there to be no end to this federal compulsion? There is a constantly changing attitude within the communities which eventually will eliminate child labor. Can't the states be trusted to do what is right?"

"It is because the states have not accepted their responsibility," replied Courtenay Dinwiddie gravely, "that the amendment has been proposed. There is abundant evidence that people throughout the country, in every state, are overwhelmingly in favor of it."

The vote that followed to recommend the completion of the ratification of the Child Labor Amendment was the occasion of one of the few spontaneous outbursts of applause in the course of a long and grueling day.

The Cultural Front

FOUR TOPICAL REPORTS, THOSE ON RELIGION, EDUCATION, leisure time and libraries, had been grouped as related to cultural aspects of child life. In opening the discussion Helen Hall, president of the National Federation of Settlements, told of her visit to a starved country school, not so far from the scene of the meeting, to point out the national significance of the recommendations that led off the report on education services, recommendations calling for the enlargement of school districts and for state and federal assistance to reduce their inequalities. "This means," she said, "that all the children in America may have some chance at education and not merely those in favored states." In the report on leisure, what stood out is that it puts the free time of children on a par with their health and their education. "With the radio giving the news, reading itself may become a lost art in some country districts unless libraries are brought within the reach of the children." She later urged that the contribution which museums can make to the lives of children should not be overlooked.

With respect to the report on religion and childhood, Miss Hall did not share its dismay about young people today. She has found that, more than in earlier generations, they have grasped the meaning of what it is to be your brother's keeper and are trying to translate this into terms of social responsibility. When boys and girls questioned religion, she was glad to be able to point to Bishop McConnell, Monsignor Ryan, Rabbi Wise and others like them in the forefront of the modern adventure of making a better world. After all, example is better than precept and her hope was that the final report might include a challenge to what churches and churchmen as such can do, community by community, in leadership that will carry conviction in young minds.

Perhaps this is the place to say a word about the notable performance of the chairmen of this Friday meeting, Miss Perkins in the morning, Dr. Helmholz in the afternoon, with Miss Lenroot and Mr. Folks standing by all day to comment and answer questions. It was not easy to "chair" so mixed a gathering, but both chairmen accomplished the feat with poise and unfailing good humor. They held discussion to a high plane and yet gave everyone a chance to speak. "This is really a town meeting," said Miss Perkins. Everyone had a chance: advocates of education in the pernicious effects of alcohol, advocates of education for safety and for conservation of eyesight; advocates for the inclusion of "previous delinquents" in the CCC program; advocates for measures to offset the "growth of ethnosism." Anyone who wanted it had his moment on the floor with the chairmen giving cogency and balance to the discussion, occasionally, it must be admitted, at the cost of time.

The last brush of the day came at the very end when most of the members had wearily departed. Here those who had held from the first that conditions were portrayed in the report in a way that discredited democracy put up their last fight. The report, they said, should have some definitely optimistic statistics, more recognition of what has been done in the past, less emphasis on things "discouraging to democracy." After a good deal of interchange, Sanford Bates offered a proposal that in appropriate places statements and statistics should be introduced showing the "eminence of the United States" in cultural and other aspects of life, to the end of encouraging further progress. Because of the way it was phrased Mr. Folks, as chairman of the report committee, declined to accept this as a "statement" or an amendment without a vote from the floor. Zealous amenders to the amendment then rose up to the confusion of the members, if not of the parliamentarians. Mr. Bates' proposal ultimately was untangled from procedure and voted down. Its wording, many of the members held, was its undoing. They had no desire to "vote against the flag," but they just didn't want to brag.

With working Washington by now comfortably home at dinner, the conference at length voted to accept the general report with the amendments voted from the floor and with

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the suggestions and "statements" from the floor referred to the report committee for consideration.

At the White House

AFTER ALL, THIS WAS A WHITE HOUSE CONFERENCE AND that evening brought formal confirmation of that fact when the membership, greeted by Mrs. Roosevelt, over-filled the great East Room to see and hear the President receive the document, the complete report, over which they had been battling. Backstage gossip said that cards for this occasion were the outstanding headache of the conference arrangements. The most unexpected people developed an interest in child welfare and appealed to their Senators and Representatives to get them in. "Any other meeting do?" "No, only the White House." Adamant as the conference officers were that cards could go only to members, the room was filled far beyond the capacity of its chairs and almost beyond the capacity of its four walls.

The conference members were in gay spirits and, of course, their best bib and tucker. Whatever the strains of the day, this was a party, as well as the high moment of the conference when it would give its best answer to the President's challenge of a year before: "If we can state in simple language some of the basic necessities of childhood, we shall see more clearly the issues which challenge our intelligence." Such a statement, the conference believed, was the report now to be presented to the President.

Secretary Perkins, opening the meeting, sketched in clear vigorous strokes the background and purpose of the conference and its method of arriving at its conclusions. She was followed by Mrs. H. W. Ahart, president of the Associated Women of the American Farm Bureau Federation, who represented one of the major strands of conference concern, children in rural areas. To her mind the conference had brought "sane, sympathetic, unbiased and clear thinking" to bear on the problems common to all parents; had thought in the terms of parents; had enunciated principles fortifying parents in their aspirations for a healthy happy life for their children, and had put forward a framework within which all efforts could be joined to realize those aspirations not only for the sake of the children but for the cause of democracy.

In presenting the report to the President, Mr. Folks reviewed briefly the events of the 1930s in relation to child welfare and found in them "cheerful indications for the 1940s." The concern of the 1940s, he said, was to secure the full benefit of all we know for all children—"We dare not accept a lesser aim." He commented on the scope of the eighty-three recommendations of the report—"no one of them self-starting"—and of their implications for the readjustment, modification and development of the programs of a wide variety of voluntary and governmental agencies.

Action on the recommendations must come, said Mr. Folks, from "acceptance on the part of the people." The follow-up on the report must be directed to:

> . . . everybody: the general public, the officers and directors of voluntary agencies, the President and the Congress, the forty-eight governors, the forty-eight legislatures and the army of local executive and legislative bodies. . . . And, most importantly, we must follow up even ourselves, lest *we* forget.

President Roosevelt greeted the members of the conference as friends united in their desire for "this country to be a place where children can live in safety and grow in understanding of the part they must play in the nation's future."

After a moving word on the death of Senator Borah, which had occurred that evening, the President took up the report section by section. He approved its thesis, and underscored its findings:

> The first part reminds me sharply that by every step we take to protect the families of America we are protecting the children also. Here the recommendations in general constitute an argument for buttressing and strengthening the institution of the family as it relates to the health, training, and opportunities of children in a democracy.

He agreed that public assistance of many kinds is necessary, "but I suggest to you that mere grants-in-aid constitute no permanent solution." That would be found only through increase in the average of incomes in the poorer

Essential Health Services

By C-E. A. WINSLOW

Professor of Public Health, School of Medicine, Yale University

PROVISIONS for dealing with the health problems of maternity and infancy have made encouraging progress during the past decade. But if the American child is to have that right to life (not to speak of liberty and the pursuit of happiness) which was visualized by our forefathers, it is essential, as the report of the Conference on Children in a Democracy points out, that for the large section of the population now living and dying without the benefits of modern medical science there should be made available "adequately supervised medical care through a program or programs financed by general tax funds, by insurance contributions from beneficiaries and government, or by such combination of methods as may be best suited to local conditions."

Prevention, however, is more important than cure. America cannot breed healthy children unless those children are well-fed; and year by year evidence accumulates more impressively as to the widespread extent of dietary deficiencies. The recommendation that a national nutrition committee be appointed by the President of the United States to study this problem is a sound and promising one.

America cannot breed healthy children unless they are well-housed. Fresh air and sunlight, opportunities for normal family life and for essential recreation are vital elements of child life. They cannot be found in the slums, and continuance of the present United States housing program is an essential need of children in a democracy.

On the federal level we have no more important responsibility to the children of these United States than to see to it that the present Congress passes a national health bill and provides appropriations for continuance of the housing program, which at present faces the danger of serious curtailment.

If the wave of so-called "economy" engulfs such essential health and social services, it will be a national tragedy. There is no economy in saving dollars at the cost of the lives and health of our children.

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"There were friends and neighbors too." Left to right: Charlotte Whitton, director, Canadian Welfare Conference; Frances Perkins, Secretary of Labor, chairman 1940 White House Conference; Fru Betzy Kjelsberg, chief factory inspector, Norway

communities and areas, and through insistence that every community and area pay taxes in accordance with its ability.

The President reiterated his concern for migrant families and of proposals for their resettlement, and added:

I read a book. It is called "The Grapes of Wrath." There are 500,000 Americans that live in the covers of that book. I'd like to see the Columbia River Basin devoted to the care of 500,000 Americans of "The Grapes of Wrath," migratory families. The situation of these children who have no homes and can put down no roots in school or community calls for special consideration. I am trying to be practical and find a place for them to go.

Page by page throughout the report the President expressed vigorously and eloquently his sympathy with its conclusions and recommendations, ending with "a call to all our fellow citizens" to share in the "continuing work by which its objectives can be realized."

The Follow-Up Program

HOW THIS "CONTINUING WORK" SHOULD PROCEED WAS the subject of the final session of the conference. Uppermost in the minds of members was determination that the report should not be just another record for the archives. Evidence of this had cropped out in two ways during the general sessions: in suggestions, especially from the younger members, for endorsement of specific legislation; in questions, more often than not from former "White Housers," about what "button can be pushed" to give the program its initial momentum.

Saturday morning was devoted entirely to discussion of what "we, the conference members can do" to keep the report from sliding into oblivion. Opening with a tribute to Senator Borah, Miss Perkins reminded the conference that he had sponsored the bill creating the Children's Bureau in 1912 and asked the members to observe a moment of silence in appreciation of his service to all the people of the United States.

Mrs. Roosevelt began the Saturday discussion before an eager audience. She urged the personal responsibility of each member of the conference to carry back home with him the ideas embodied in the report and to study his own community with the report as a frame of reference, for "the more we know our own community, the better we will understand the needs of communities throughout the country." Thus she linked the importance of being at once "community-minded" and "nationally-minded" in thinking of children. The mobility of families often makes children who yesterday were members of a far-off, substandard community members of our own community today. From this conference, she said, should come a "knowledge throughout the country of the needs of young people" and a willingness "to take a national sense of responsibility for the young people of the nation who will some day make the nation."

The two speeches following Mrs. Roosevelt's were, like hers, and like those of the night before, carried over the nation by radio. Mrs. Saidie Orr Dunbar, president of the General Federation of Women's Clubs, put forward the "plans for nationwide consideration and action" developed by the conference committee on the follow-up program. [See page 66.] She was followed by Frank Bane, executive director of the Council of State Governments. It is the government's place, he said, to see that children are well-born, that they enjoy a sheltered childhood, that they have an opportunity to play, that they receive an education, that as they grow up they have a place in the economic world. In services to assure these things we have made uneven progress. "I do not know," he said, "what these services will cost, but I know they are the price of democracy." Mr. Bane minced no words in calling for the ratification of the Child Labor Amendment. At the same time he emphasized the importance of finding a comprehensive solution of the nation's economic ills, for "what will it profit us to rear, educate and train young people, if when they grow up they find the doors of opportunity plastered with the sign, No Help Wanted?"

An unscheduled speaker at this session was Paul V. McNutt, Federal Security Administrator, who furthered the emphasis on getting the message of the conference across,

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Work at Adequate Wages

By ELISABETH CHRISTMAN

Secretary-Treasurer, National Women's Trade Union League of America

THE welfare of the family—its ability to survive—is built upon the earning capacity of its wage earners. Reports of the White House Conference on Children in a Democracy show that in 1935-36 half of America's 29 million families had annual incomes of less than $1200, and that over one million families in this country receive less than $250 a year cash income, including relief payments of all kinds. It is staggering to note the extent to which relief payments make up the total income of many families. So large a proportion of our low income families are almost wholly dependent upon relief that the provision of any kind of wage becomes the country's most imperative problem. But to the extent that we can raise income levels in families above the relief group, to that extent can we hope to pull up our whole economy to a level which permits the children to have a "break." Concentration on providing needed services for this group is our responsibility, but to provide work at adequate wages is even more important. One of the great factors making for insecurity now and in the future is the continuing load of unemployed workers in the age group between fifteen and twenty-four years of age.

The democratic way of life means not only individual freedom of speech and thought — it means economic and industrial freedom to enjoy these liberties.

There is so much of startling significance in the reports of this fourth White House Conference on Children that I cannot emphasize too strongly the fact that they should be required reading this winter for everyone interested in social and economic betterment.

The resources of my organization, insofar as it is possible to use them to stimulate interest and support for the program which this conference is sponsoring, will be fully utilized.

for only through "joint effort" can a "strong public service for children" be promoted.

The discussion from the floor began with concern over the make-up of the National Citizen's Committee proposed in Mrs. Dunbar's report, lest the suggested number, twenty-five, fail to give wide enough regional representation. Why should not each state be represented; each type of interest —a parent, a farmer, a teacher, a social worker, a doctor? The objection that too many members would make the committee unwieldy was met with the contention that that was true of a group of twenty-five—the knot always could be cut by setting up a smaller executive committee. When Prof. Benjamin E. Mays of Howard University pointed out that the follow-up report made no mention of minority representation on the citizen's committee, Miss Lenroot explained that such representation was assumed in all activities of gatherings like the White House Conference.

Further discussion went on to specific methods of carrying out the program. The Rev. H. Joseph Jacobi of the Associated Catholic Charities of New Orleans told of committees on research and publicity already functioning in Louisiana in an effort to rally statewide support for the conference's objectives. Marcus C. Fagg of Florida suggested that the various state conferences of social work be utilized to give the program impetus. Reminding his listeners that 1940 is an election year and voicing what he said was probably a "pious hope," Harry L. Lurie of New York wanted the conference objectives written into the platforms of both major political parties and "the other parties" as far as possible.

When Yasha Frank, program consultant for the Columbia Broadcasting System, rose to tell of pledges of support from that company, from the National Broadcasting Company and from several Hollywood actors and producers in spreading the conference message throughout the country, he started a whole series of pledges offered by leaders of various national organizations. Among them were the National Congress of Parents and Teachers, the American Youth Congress, the National Child Welfare Division of the American Legion, the Associated Women of the American Farm Bureau Federation. Mr. Frank's pledges, however, were unique in coming from the commercial world. He promised a documentary film, a series of recordings, and a generous supply of radio time and talent for organizations promoting the conference objectives.

The suggestions from the floor were referred to the follow-up committee and by unanimous vote its report was accepted.

Procedure in Retrospect

LOOKING BACK OVER THE CONFERENCE, IT IS CLEAR THAT the plan for a year-long study and a final three-day canvass of findings and recommendations, was as good as it was original. But time and human nature being what they are, there were some creakings in performance which can be borne in mind in perfecting the pattern.

Take the matter of time. Advancing the date of the conference from May to January so stepped-up the work of the report committee that it was not possible to complete the revision of all the documents and get them into the hands of the members prior to their arrival in Washington. The result was that time was lost because many people went into the discussions without a common starting point.

The way the three days were allotted also cramped the deliberative process. Half a day was given to setting the conference going, to winding up its arm, to gracious introductions of speakers who told at length what it was about, how it happened and why. Only another half day was given over to group discussion of the eleven topical reports. These were the backbone of the conference. Two or three times the allotment would not have been too much to devote to them and their recommendations. All the more because the interest and ideas of a member might overlap several group meetings held simultaneously, when only one could be attended. The result was that in the general discussion, the following day, there was much rehashing of ideas and proposals in a given field which already had been ventilated in a group session, had been weighed by the report committee and as often as not had been written into another section of the complete report. In short, practically everybody wanted to talk about practically everything and there wasn't time enough.

Most people were good natured about these things and viewed the whole scheme of "democratic procedure" as an

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interesting and provocative experiment to be squeezed for future reference.

The form in which the over-all report was put before the conference seemed to some to fall short of the old formula of resolutions: "Whereas. . . . Be it resolved." The searching facts, the dynamic challenge of old evils and of new opportunities, were massed in the text of the report rather than in the recommendations themselves; and these often seemed by comparison to be abstract and lacking in punch. The report committee, hard pressed by time and by the urgent claims of all the topical groups, held no brief for the literary quality of the formulations, but gave assurance that all would be restudied, rewritten, their statistics rechecked, before final publication. The promised documentary film, based on the material assembled by the conference, ought to make the report march.

Not all the members of the conference were clear on how the revision of the complete report would be accomplished and who would be responsible for final content and form. A passage from the minutes of the meeting of the planning committee, held subsequent to the conference, states the procedure:

It was moved, seconded, and passed that the planning committee be requested to direct the report committee to prepare a final report based on the general report adopted by this conference, to include also material which is the product of discussion on the topical reports from the group meetings of January 18, 1940 or submitted by conference members, as such material is deemed suitable by the report committee; and further that the final report shall have the objective of presenting to the people of the nation a comprehensive picture of the facts relating to children in a democracy and the goals toward which attention should be directed, it being understood that the final report shall be published as the report of the report committee.

The Pledge to the Future

On Saturday, as the last moments of the 1940 White House Conference drew near, Miss Lenroot recalled how, at the close of the 1930 Conference, Grace Abbott had asked its members to rise in acknowledgment of their pledge of active support for its objectives. Standing where Miss Abbott had stood ten years before, Miss Lenroot asked the members of this conference to rise as a tribute to Miss Abbott's valiant leadership in behalf of the children of the United States, and as a pledge of their support to the objectives of this White House Conference on Children in a Democracy.

Quietly, almost solemnly, the 500 men and women rose to their feet. There was a moment of silence. The gavel fell and the conference was over. Its work still lay ahead.

Conference Committees

PLANNING COMMITTEE

OFFICERS OF THE CONFERENCE

Honorary Chairman: The President of the United States
Honorary Vice-Chairman: Mrs. Franklin D. Roosevelt
Chairman: Frances Perkins, Secretary of Labor

Vice-Chairmen: Milburn L. Wilson; Homer Folks; Frank P. Graham; Henry F. Helmholz, M.D.; Rt. Rev. Msgr. Robert F. Keegan; Jacob Kepecs; Josephine Roche

Executive Secretary: Katharine F. Lenroot
Assistant Secretary: Emma O. Lundberg

MEMBERS

Irvin Abell, M.D.
Fred L. Adair, M.D.
Mrs. H. W. Ahart
Arthur J. Altmeyer
Frank Bane
Chester I. Barnard
James V. Bennett
M. O. Bousfield, M.D.
Allen T. Burns
William G. Carr
Oscar L. Chapman
Elisabeth Christman
Courtenay Dinwiddie
Saidie Orr Dunbar
Gladys Talbot Edwards
Martha M. Eliot, M.D.
Charles F. Ernst
Frank P. Fenton
Sidney E. Goldstein
Ben G. Graham
Harry Greenstein
Clifford G. Grulee, M.D.
Herman E. Hendrix
T. Arnold Hill
William Hodson
Fred K. Hoehler
Jane M. Hoey
Harry L. Hopkins
Charles S. Johnson
Rev. F. Ernest Johnson
Rev. George Johnson
Alice V. Keliher
Paul Kellogg
Solomon Lowenstein
Philip Murray
Rt. Rev. Msgr. Thomas J. O'Dwyer
Rt. Rev. Msgr. John O'Grady
Edward A. O'Neal
Thomas Parran, M.D.
Frederick Douglas Patterson
Mrs. J. K. Pettengill
James S. Plant, M.D.
Langley Porter, M.D.
Emma C. Puschner
Homer P. Rainey
Rt. Rev. Msgr. Michael J. Ready
Agnes G. Regan
Grace Ross
Gay B. Shepperson
Louise Stanley
Mrs. Nathan Straus
John W. Studebaker
Louis J. Taber
Felix J. Underwood, M.D.
Lillian D. Wald
James E. West
Aubrey Williams
Abel Wolman
Owen D. Young
George F. Zook

COMMITTEE ON ORGANIZATION

Fred K. Hoehler, *chairman*
George F. Zook, *vice-chairman*
William G. Carr
Elisabeth Christman
Saidie Orr Dunbar
Clifford G. Grulee, M.D.
Jane M. Hoey
Katharine F. Lenroot
and the vice-chairmen of the conference

FINANCE COMMITTEE

Fred K. Hoehler, *chairman*
Homer Folks
Chester I. Barnard
Rt. Rev. Msgr. Robert F. Keegan
Frank Bane
George F. Zook

REPORT COMMITTEE

Homer Folks, *chairman*

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Clinton W. Areson
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William Clayton Bower
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William Hodson
Fred K. Hoehler
Rabbi Edward L. Israel
Hugh R. Jackson
Charles S. Johnson
Rev. George Johnson
Jacob Kepecs
Rev. Bryan J. McEntegart
A. Graeme Mitchell, M.D.
W. R. Ogg
James S. Plant, M.D.
Homer P. Rainey
Floyd W. Reeves
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C.-E. A. Winslow
Philip Klein, *research director*
Harald H. Lund, *assistant*

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An Idea and How It Grew

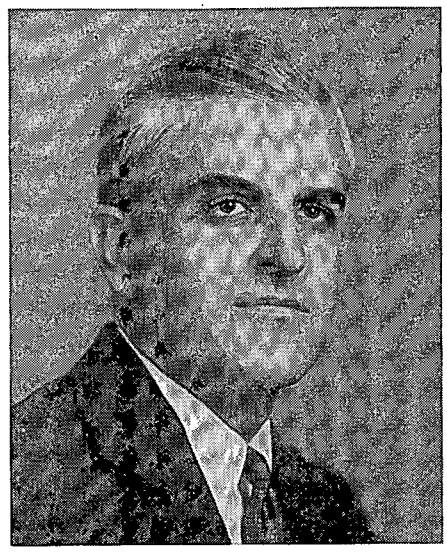
By FRED K. HOEHLER

THE preliminaries of conferences usually are taken for granted by the people who attend them. The members register, are handed a program and a badge, and go on from there. In this respect, if in no other, the 1940 White House Conference on Children in a Democracy was different.

Here practically all of the members actually had participated in one degree or another in the work of conference organization, in shaping its plan and procedure, in assembling data for its consideration and in formulating its recommendations. All had had a finger in the pie long before the pie was cut in Washington. The conference grew not by the ideas of a small group but by the play of ideas of a large number of people concerned in a great variety of ways with the children of the United States. It was shaped by group thinking, by practice of democratic process.

Along in the summer of 1938 letters began coming to the President and Mrs. Roosevelt suggesting that it was about time for another White House Conference on Children. From the first conference in 1909, called by President Theodore Roosevelt, had come the "mother's pension" movement and ultimately the U. S. Children's Bureau. From the second in 1919, organized by the Children's Bureau with the support of President Wilson, had come far-seeing standards for child welfare. From the third, the White House Conference on Child Health and Protection, called by President Hoover in 1930, had come the Children's Charter and impetus to a number of movements, notably those concerned with maternal and child health. But much had happened since 1930 and if, as President Hoover said, "the world moves forward on the feet of little children," it seemed advisable to examine again the road the little feet were traveling.

The letters to the White House were referred to the Children's Bureau, to Katharine F. Lenroot, its chief, and presently there was quite a file of them. Late that year, 1938, Miss Lenroot called a dozen or so people to her office to talk over the suggestion. They were people who happened to be in Washington at the time, all with a special interest in children and youth, all aware



Mr. Hoehler, chairman of the finance committee of the conference, and member of its planning and report committees, is the executive director of the American Public Welfare Association

of the impact of the economic and social changes of the decade on the "growing conditions" of childhood. There was complete agreement by this group that "it was about time for another White House conference," and Winthrop D. Lane of New Jersey was asked to "get something down on paper" that would outline what such a conference might well encompass.

When this outline was ready the real business of group thinking began. The memorandum first was overhauled by such leaders in social welfare work as Jacob Kepecs of Chicago, Dr. James S. Plant of Newark, C. C. Carstens, Courtenay Dinwiddie, Solomon Lowenstein, Homer Folks, William Hudson and the Rev. Bryan J. McEntegart of New York. When, as and if there was a conference, these people agreed, it must emphasize service to children in the framework of democracy; must emphasize the responsibility of democracy for children, the responsibility of children for participating in the democratic process—as Mr. Folks put it, "the conditioning of children for the successful practice of democracy."

All through the fall of 1938 these small informal meetings went on, in Washington, in New York, in Chicago, with more and more people drawn in. At one of them the name "Children in a Democracy" was proposed and tested against a slowly crystallizing philosophy for a conference still, however, in the when, as and if stage. From these discussions, so informal that no records of them were kept, another outline was made which centered on the child in his normal setting of home and community; his well being and development under the economic, social and cultural forces that play on American life. As for the *modus operandi* of the proposed conference there was general conviction that the way to proceed was to ask various government agencies to cooperate and to ask all agencies concerned with child welfare in its broadest aspects to join in the project.

Early in 1939 the proposal for a conference took form as a definite plan. The first formal "minutes" of the White House Conference were those of a meeting on January 16 attended by some sixteen persons, representative of as many "areas of concern." In these minutes is found Miss Lenroot's statement of the purpose of the conference ". . . to focus the attention of the public upon those things which democracy ought to assure to children and upon ways in which a fuller measure of opportunity might be afforded to make it possible for youth to develop qualities necessary for participation in a democratic civilization."

At this meeting a small organizing committee was formed of persons familiar with the unofficial procedure that had been going on. This committee promptly asked Frances Perkins, Secretary of Labor, who had been following the whole movement closely, to serve as chairman of the conference, and recommended that she request the President and Mrs. Roosevelt to accept the honorary chairmanship and vice-chairmanship. Secretary Perkins, the President and Mrs. Roosevelt all accepted and organization was under way.

At the request of the original committee, Secretary Perkins appointed a small organization committee which in consultation with her and Miss Lenroot appointed a planning committee of about fifty persons, widely representative, to develop the conference scope and content. This committee, of which

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Secretary Perkins was chairman and the members of the organization committee vice-chairmen, recommended that Miss Lenroot serve as executive secretary of the conference and Emma O. Lundberg of the U. S. Children's Bureau as assistant. It proposed to function through a report committee which would review material submitted by consultant groups and staff and would formulate the report to be put before the conference as a whole.

This report committee of twenty-seven, headed by Homer Folks of New York, was the spearhead of the whole conference plan. Its task was complicated and its responsibilities heavy. When the final session of the conference was moved forward from the spring of 1940 to mid-January, this committee was put under heavy pressure to complete the various topical reports, some of which were revised three or four times, and the general report which went through almost as many rewritings.

The planning committee undertook responsibility for representative membership in the conference and recommended that an initial session be held in the spring of 1939. President Roosevelt approved these plans and invited the conference to meet at the White House on April 26.

As a nucleus of conference membership Secretary Perkins, as chairman of the organization committee, asked the governor of each state to appoint a representative. Next she asked that members be proposed by the planning committee and by organizations representing such fields of interest as labor, industry, social services, farming, health, recreation, education, housing.

The task of the planning committee in selecting the membership of the conference from the thousands of names submitted was not easy. The number was more or less fixed by two factors: first, the limit under which free discussion "from the floor" can be effective; second, the capacity of the East Room of the White House where the conference was invited to meet. All names submitted were reviewed by the committee and selections made to assure geographical distribution of membership and adequate representation of fields of interest. The final list included some 630 names.

At this time, the conference had no funds. The planning committee had proposed a budget of $95,000 and the President had recommended to Congress an appropriation of $60,000 for the purposes of the conference—staff, travel expenses, and the like. However the item was stricken from the deficiency appropriation bill, leaving the conference dependent on services contributed by members of its various committees, by this time considerably enlarged.

The program of the April meeting was designed to bring out a broad picture of the American scene in relation to children, this to afford a basis for subsequent study and report by the report committee. It was organized into general sessions and, for purposes of free discussion, into four sections.

1. Objectives of Democratic Society in Relation to Children: chairman, Dr. James S. Plant, director Essex County juvenile clinic, Newark, N. J.

2. Economic Foundations of Family Life and Child Welfare: chairman, William Hodson, commissioner of welfare, New York City.

3. The Development of Children and Youth in Present Day American Life: chairman, Ruth Andrus, chief, Bureau of Child Development and Parent Education, New York State Department of Education.

4. The Child and Community Services for Health, Education and Social Protection: chairman, Frank Bane, executive director, Council of State Governments, Chicago.

The April meeting gave the committees of the conference direction, authority and inspiration. The democratic procedure of organization had functioned effectively and the mandate to proceed was clear. But the conference had no money. This serious lack was remedied presently through the efforts of a finance committee which secured for the purposes of the conference a grant of approximately $45,000 from the General Education Board of the Rockefeller Foundation. The American Council on Education acted as fiscal agent for the conference. It might be mentioned in passing that the 1930 White House Conference on Child Health and Protection had about $700,000 available for its purposes.

With funds in hand, the work of the conference got under way. Philip Klein of the New York School of Social Work was employed full time as research director with assistants, largely on part time, from various social welfare organizations and government bureaus. The staff of the Children's Bureau was indispensable to all this.

The staff first examined the discussion of the first session, combing out of it a wealth of challenging suggestions for the study of the report committee. So varied and cogent were the proposals that the committee found it necessary to break down the four topics of the first session into eleven: The Family as the Threshold of Democracy; Economic Resources of Families and Communities; Housing the Family; Economic Aid to Familes; Social Services for Children; Children in Minority Groups; Religion and Children in a Democracy; Health and Medical Care for Children; Education Through the School; Leisure Time Activities; Child Labor and Youth Employment.

For each of these topics a group of consultants was enlisted in all parts of the country, some 150 people in all, with the staff of the Children's Bureau available as experts. Each of these consultant groups met at least twice. But beyond them was the larger group, the conference membership which constantly was drawn on for counsel and advice. It is hard to say how many people contributed in one way or another to the final topical reports—perhaps 300 in *viva voce* consultation, as many more by correspondence.

Lacking funds to do exhaustive research on its own account, the conference drew on data made available to it by various responsible agencies—the National Education Association, the National Youth Administration, the Educational Policies Committee, the American Youth Commission, the U.S. Children's Bureau, the Works Project Administration, the Social Security Board and a number of national welfare, labor and agricultural organizations. All were encouraged to send in briefs on their special concerns. The job of examining this great mass of material, of combing out pertinent facts, and organizing them into eleven reports of manageable proportions was monumental, to say the least. Even greater was the job of bringing together the topical reports into a single comprehensive report with each topic "justified in its proportion and relation to the whole program." Behind every brief sentence of that general report as it was put into the hands of the conference members were literally volumes of evidence and statistics. Condensed into every recommendation was the balanced reasoning of great numbers of earnest informed people, distilled by the democratic process. The real achievement of the report committee was that it produced a document of fifty and not 500 pages and that it produced it by democratic procedure.

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1930—Child Welfare in the U. S. A.—1940

By HOMER FOLKS

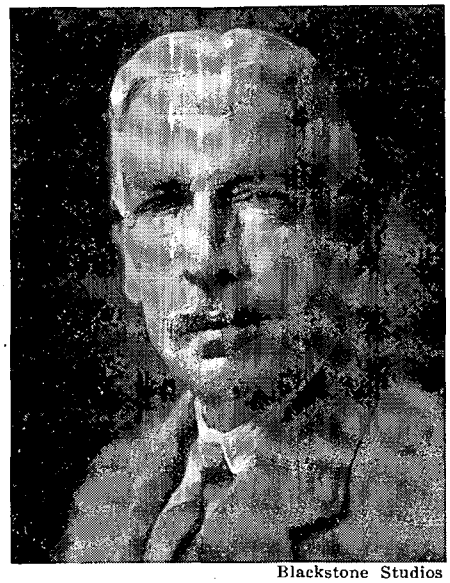
As we set in motion a new program for the protection of the younger generation, it is important to bear in mind that we have by no means extracted the full meaning of the events of the past ten years as they affect child life in the United States.

The depression is, of course, the outstanding feature of that decade. We should not underestimate its terrific blow to the health and welfare of children. Neither should we underestimate the fact that the depression was met, stood up to, and dealt with, by the people of this country. Democracy proved itself flexible, resourceful, and concerned about its children. Several important things happened during the 1930s which indicate that the steps taken to conserve the health and welfare of children and their parents were accompanied by surprisingly encouraging results.

For example, the deathrate among babies under one year of age continued to fall. In 1929 it was 68 per 1000 live births; in 1938 it was 51, a decrease of 25 percent. That is striking. Even more striking, perhaps, was the decline in the maternal deathrate, so long stationary. From my earliest public health experience we were told that the maternal deathrate in the United States had been high, that it remained high, and that seemingly no one could do anything about it. But look at the record of the depression decade. In 1929 the maternal deathrate was 70 per 10,000 live births. In 1938 it was 44, a decline of more than 35 percent.

Again, look at tuberculosis. In 1929 the number of tuberculosis deaths in the United States (estimating conservatively two states whose figures were not then complete) was 93,000. It declined each year, and in 1938 was 63,736, an actual reduction in human lives lost in 1938, of 29,266—or 36 percent. This certainly was a great contribution to the increased stability of family life and child care.

It was during the 1930s that the chief conclusion of the 1909 White House Conference on Care of Dependent Children, received its fullest recognition. The principle first publicly enunciated by that conference, that children should not be removed from their



Blackstone Studios

Mr. Folks, chairman of the report committee of the conference, is secretary of the New York State Charities Aid Association

families for reasons of poverty alone, never had been challenged, but actually never had been applied. Its slow progress toward accomplishment was given great impetus by federal participation in relief. More momentum came when the Social Security Act of 1935 wrote into federal law provisions for federal aid to dependent children. The amendments to that act, adopted in August of last year, extended this principle to well nigh its logical conclusion. Before 1935, public provision for aid to needy dependent children in their own homes, mainly through local units of government, was reaching approximately 280,000 children. By the end of 1939, forty states, the District of Columbia and Hawaii were cooperating with the social security program and about 723,000 children were receiving aid. Under the recent amendments the program will be able to reach additional children and provide more adequate benefits.

These results did not just happen. They are unquestionably the result of many different factors—the slow, cumulative process of trial and error, experience, education, and the dogged determination of those to whom the depression served as a challenge to push further the boundaries of knowledge and to intensify efforts for the application of that knowledge.

The field of maternal and child health offers a striking example. The beginning of the last decade had witnessed the end of this country's pioneer effort to enlist federal, state, and local cooperation in promoting the welfare of mothers and infants. The Sheppard-Towner maternity and infancy act, in operation for seven years, laid the groundwork of experience upon which later activities were to build. Despite curtailment of state and local health services during the depression period, perhaps because of it, greater efforts than ever before were made to develop a sound program. Publication by the Children's Bureau, in 1933, of its report on maternal mortality in fifteen states, focussed public attention sharply on the needs in this field. The determination that the needless waste of maternal and infant life should cease found expression in the maternal and child health provisions of the Social Security Act of 1935. By the end of the 1930s every state and territory and the District of Columbia were participating in the program which has been strengthened by the 1939 amendments to the act and extended to Puerto Rico for the first time.

I have stated that democracy has proved itself flexible, resourceful, and concerned about its children. The Children's Charter, which embodies the findings of the 1930 White House Conference on Child Health and Protection, gives as one of the rights of every child "the right to grow up in a family with an adequate standard of living and the security of a stable income as the surest safeguard against social handicaps." Yet within a year of its adoption, evidence had begun to accumulate of the sufferings of children as the result of the unemployment and economic distress of their parents.

In rapid succession there was organized in Washington a series of remarkable conferences, a small conference on child labor standards which warned the nation against the return of the sweatshop and drew attention to the number of young people being drawn into employment in fly-by-night industries at extremely low wages and for excessively long hours; a Child Health Recovery Conference, which called attention

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to the fact that in the late summer of 1933 there were 6 million children getting their food and sustenance from public relief sources and that large numbers were showing signs of malnutrition. A few months later a Conference on Present Emergencies in the Care of Dependent and Neglected Children brought together evidence that many children in these categories already were suffering because of reduced public appropriations and shrinking private contributions and that the welfare of many was endangered.

Accompanying the reports of adult unemployment came rumors of jobless young people roaming the country in search of work. The Children's Bureau made a rapid survey and issued a report on transient boys which shocked the nation into action.

In every instance knowledge of the facts became a call to action. State after state ratified the child labor amendment and the NRA codes found ready acceptance of a sixteen-year age standard for employment.

Viewing the last decade in retrospect, in terms of what it meant to children, the 1940 White House Conference on Children in a Democracy had the following to say in regard to social services for children:

"The most significant development in child welfare in the ten years which have elapsed since the last conference has been the deepening sense of public responsibility for children, which has found expression in various federal and state activities. The experiences of the depression period have proved the impossibility of dealing with the problems then created, or for the first time fully recognized, except through nationwide measures.

"Conserving and strengthening home life is the first objective of child welfare measures. To this end many types of public and private service are contributing. . . ."

EVERY STATE NOW HAS A PUBLIC WELfare department with responsibility for services other than institutional administration. Local public welfare administration has been greatly extended and strengthened in the past ten years and has provided services to children in their own homes, as well as foster care. At the end of 1939 child welfare workers, paid in whole or in part from federal funds, were employed in approximately 470 rural communities—more than one sixth of the total number of rural counties in the United States. The child welfare services provided through the Social Security Act of 1935 have made the needs of rural children increasingly visible and are helping to establish community resources for dealing with special problems of physical or mental handicap, neglect, school adjustment, or behavior, as well as special care and training.

No group of young people has aroused greater interest or sympathy during the past ten years than those who have reached the age for regular employment only to be denied employment opportunity. Public and private efforts have sought and are still seeking to help them. Various forms of federal aid for education have been made available. The activities of the NYA and of the CCC are providing enlarged educational programs, student aid, and public work opportunities. The Department of Labor is stimulating opportunities for training and is safeguarding conditions of work in private employment.

Democracy has proved itself flexible, resourceful, and concerned about its children.

The fact that public responsibility for child welfare has increased tremendously during the decade has not removed the need for private enterprise. On the contrary, the White House Conference on Children in a Democracy found that assumption by public agencies of major responsibility for financial assistance to families has enabled private agencies dealing with children and parents to develop new activities, giving special attention to family consultation concerning problems of personal relationship and social adjustment. Many private child-caring institutions and child-placing agencies have taken steps to adjust their programs to changing needs and have strengthened and improved their staffs and methods of operation.

Through community surveys and the work of community planning agencies, the functions and work of child welfare organizations have been examined with a view to better organization and more complete service. Emphasis has been placed increasingly upon conservation of the child's own home and provision of service as soon as need arises, before adverse conditions have had a prolonged and severe effect.

A problem which assumed proportions during the 1930s and which remains unsolved is that of the child in the migratory family.

No review of the last decade however brief would be complete without mention of the new scientific knowledge in the fields of medicine, public health, psychiatry and other fields. The nationwide campaign for control of venereal disease, the concentration of public attention on cancer research, the great wave of interest in promotion of the general public health represent great strides in public thinking and effort. And who in the 1920s would have predicted the public health program developed under the Social Security Act of 1935 or contemplated in the Wagner health bill?

In general, we may say that for preventive and ameliorative services the decade of the 1930s has given us certain essentials: a legal framework and an administrative structure, a favorable public attitude, and broader scientific knowledge. What we now need is more study as to present coverage and to take measurement of long-standing lacks and gaps in particular areas or in particular functions. In the light of our experience during the past ten years, the questions of administrative practicability and of financial support move up into the first order of importance. We have learned that to secure full benefits for all children (and we dare not accept a lesser aim), we must move toward larger geographical units for these purposes.

WE ARE CLEARLY ENTERING UPON A hopeful effort to solve these problems of complete coverage by a system of financial aid and in some degree of leadership by the larger units for the smaller ones, but not for the smallest. This means state aid, fiscal and technical, for the next smaller units. It means federal aid, fiscal primarily but also technical, for the states, and through them the localities. In entering upon this era of increased state aid, we should bear in mind the advantages as well as the limitations of this plan. So long as we leave operating responsibility to the states, we must be careful not to impair that responsibility. It may well be that the next White House Conference on Children may find that one of its first duties will be to study and evaluate the plan of federal and state aid in the light of its actual effects upon the vitality and effectiveness of the different areas of government. We need not try now to forecast its conclusions in 1950.

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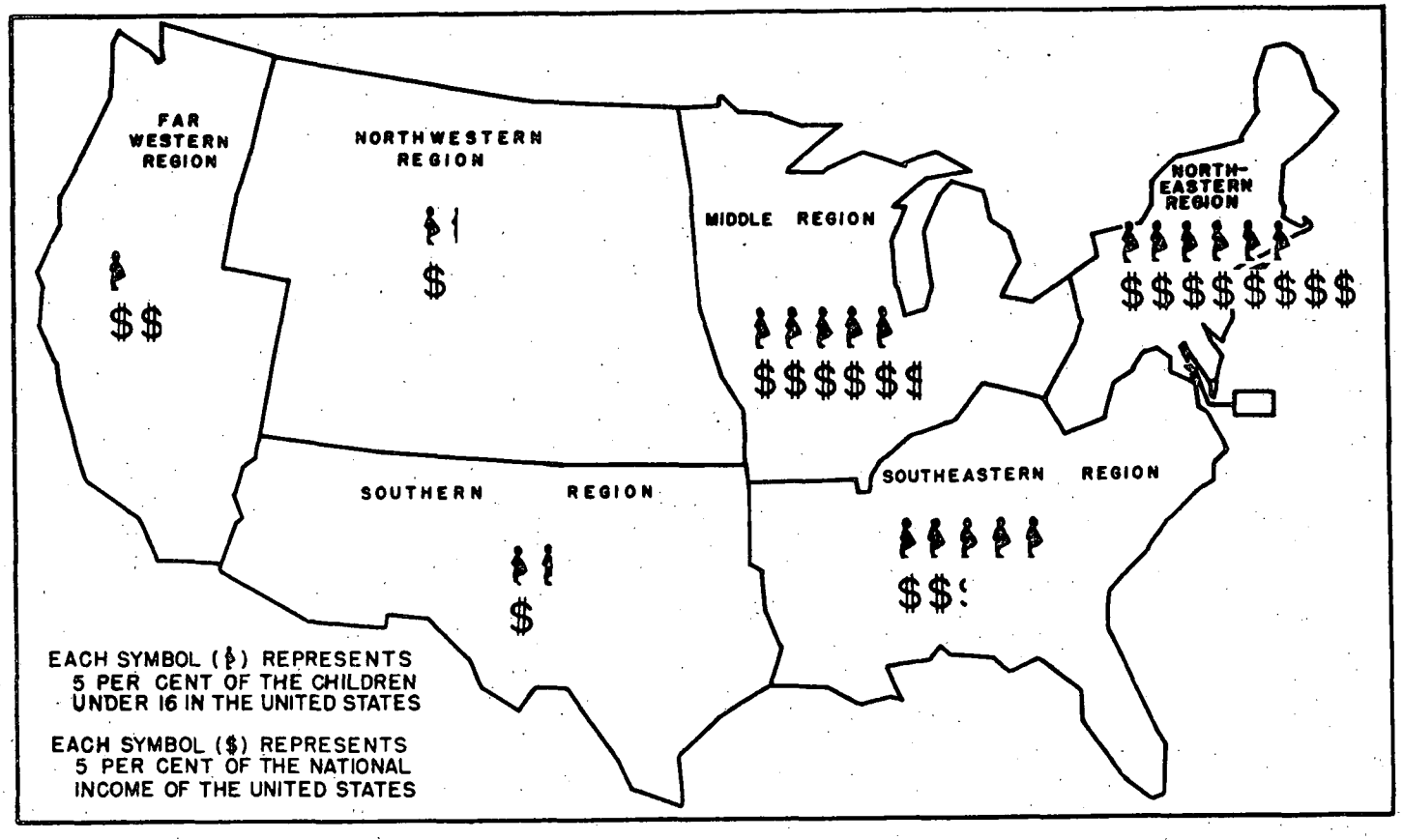
CHILDREN UNDER 16 YEARS OF AGE AND NATIONAL INCOME; UNITED STATES


FAR WESTERN REGION
NORTHWESTERN REGION
MIDDLE REGION
NORTH-EASTERN REGION
SOUTHERN REGION
SOUTHEASTERN REGION
EACH SYMBOL (♟) REPRESENTS 5 PER CENT OF THE CHILDREN UNDER 16 IN THE UNITED STATES
EACH SYMBOL ($) REPRESENTS 5 PER CENT OF THE NATIONAL INCOME OF THE UNITED STATES

U.S. DEPARTMENT OF LABOR
CHILDREN'S BUREAU

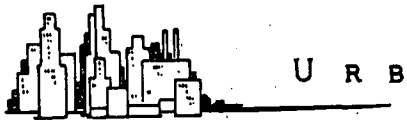
SOURCES: SOCIAL SECURITY BOARD, ESTIMATES AS OF JULY 1, 1938
BUREAU OF FOREIGN AND DOMESTIC COMMERCE. INCOME PAYMENTS, 1937

CHILDREN AND INCOME, RURAL AND URBAN

RURAL

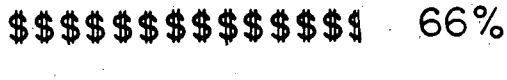
51%

34%



URBAN

49%



66%

DISTRIBUTION OF CHILDREN BASED ON 1930 CENSUS; INCOME DISTRIBUTION BASED ON ESTIMATES FOR NON-RELIEF FAMILIES IN 1935-1936, IN CONSUMER INCOMES IN THE UNITED STATES

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The Conference Finds and Recommends

By BEULAH AMIDON

WHAT do we as Americans know about our children? How many young people make up the oncoming generation? Where do they live? How are they housed? What education are they receiving? How is their health safeguarded? What special problems are faced by those who belong to minority groups? By the physically handicapped? Such questions as these were defined, answers to them put forward, recommendations for their solution drawn up in the General Conference Report, prepared by the report committee, Homer Folks, chairman, and presented to the White House Conference on Children in a Democracy "for discussion and action." As amended and accepted by the conference, the report constitutes a definitive study of American childhood and its needs, and out of it grow the conference plans for action [see page 66].

The report itself was based on a series of topical studies, which brought together the findings of research and inquiry by public and private agencies dealing with special aspects of childhood and youth in the modern world—employment, family resources, health, social services, and so on [see page 63]. Throughout its work, the report committee had the assistance of a research staff, headed by Philip Klein, and the advice of groups of consultants. Its work, therefore, constitutes a summary of what we know about the nation's children, and what, in the opinion of experts, are the lines along which effort is most needed "to rear our children so that they may successfully participate in our democratic way of life."

The report is divided into eight major sections: Family Life and the Child; Religion in the Lives of Children; Educational Services; Protection Against Child Labor; Youth and Their Needs; Conserving the Health of Children; Children Under Special Disadvantages; Public Financing and Administration. Several of these sections are further subdivided. The proposal to add to the report a new section on migratory families was accepted by the report committee, and will enter into the final revisions [see page 49]. Digests of findings and recommendations follow.

Family Life and the Child

MOST CHILDREN ARE MEMBERS OF A FAMILY GROUP, AND the child's welfare as an individual depends more directly on the welfare of his family than on any other single influence in his life:

> The child has food and shelter if his family has a home and provides food. He is content and happy if he is well, if he has parents and other kin to love and be loved by. Education begins in the home, where he learns to speak, to walk, to handle things, to play, to demand, to give, to experiment. Religious faith is imparted in the family long before he goes to church. Adventure and safety, contentment and rebellion, cooperation, sharing, self-reliance, and mutual aid, are family experiences.

Despite the great changes in family life in this country, particularly in the cities, the family remains "the threshold of democracy"; and in the family, the child's standard of conduct, his relations to his fellows are fixed. Here the child acquires, or fails to acquire, the virtues of "self-sufficiency, enterprise, initiative, and intelligent obedience." These attitudes are unconsciously learned in childhood if they are the habitual democratic ways of the family life. They are fostered by the wider relationships of the family and its members—for example, the relationships at church, club, poll, place of employment. To improve the use of the family's opportunities as the first school in democratic life, "the conference holds that continued steps be taken to strengthen and extend parent education."

With smaller families, the development of modern industry, and the rapid growth of cities, many people assume that all American families today have sufficient resources to meet their needs. The facts are quite the opposite, as a nationwide survey in 1935 made clear: from one half to two thirds of the children in urban American homes live in families with less than the $1260 annual income which experts set as the minimum required for a family of four to live on a narrow "maintenance" basis. There are no exactly comparable data for rural children, but "enough is known to leave no doubt that their economic situation is at least as bad." The basic economic problem of the family is the basic economic problem of the nation—"to find a sound balance of wages, prices and financing that will provide a growing purchasing power to workers and farmers and profitable investment for capital." Given today's changing structure of national and world markets, measures toward these ends must be far different from those held suitable for an earlier and simpler economy.

While increases in the amount and the steadiness of industrial employment would undoubtedly improve the market for farm products, and hence improve farm family resources, the agricultural problem calls for special measures. Among these are soil and forest conservation, stronger federal agencies for agricultural credit, a better balance between farm and industrial prices, organized migration and resettlement of farmers from depressed or submarginal areas, extension of social security laws to cover agricultural labor.

Among measures which "tend to make employment more stable and to protect standards of living" of the wage earner and his family are minimum wage laws, and laws defending the right of collective bargaining.

But in addition to improved opportunity for private employment, present conditions call for public works, affording employment (and wages) out of public funds. The gain here is twofold: improved highways, parks, school facilities, and other public services; and the salvaging of the time, skill and morale of workers for whom private industry has no jobs.

A further measure to make family incomes more nearly adequate and more secure is the development of social insurance—old age insurance, unemployment and industrial accident compensation. Needed advance here calls for extension of coverage, liberalized benefits and improved methods of administration.

During this time of adjustment, many families have no means of self-support, and it is becoming a national policy that such families must receive public assistance. In 1939, between six and eight million children were members of

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families receiving some form of economic aid. It is a matter of common knowledge that in many cases the assistance provided does not make possible a good home for the children; and that there are destitute families who are receiving no help at all. Failure of the federal government to provide work and wages for all jobless employables—the responsibility it assumed with WPA—and the differences in state resources and attitudes, have meant uneven standards of relief and the neglect of many needy families. "Unless some other way, not yet suggested, can be found, the conference believes that the federal government will have to take steps to strengthen general relief systems in the states, including standards of administration, through financial participation in these programs." Among these steps, the conference recommends: extended and liberalized benefits under the old age and survivors' insurance titles of the Social Security Act; continuing and flexible work programs for jobless employables; development of Aid to Dependent Children under the Social Security Act, "with the objective of enabling each eligible family to provide adequate care for its children"; federal aid for general relief adjusted to state resources and needs; uniform and reasonable state laws in regard to legal residence, with the federal government taking responsibility for interstate migrants and transients, and for those in need who are without legal local residence; a merit system as the basis for personnel selection in all relief administration; "continued impartial study of the problems of economic need and the operation of the various forms of economic aid."

NOT ONLY THE ATTITUDES AND THE INCOME OF THE family but also the kind and location of the family dwelling affect the welfare of the children. Recent surveys of both urban and rural homes have made clear that many of the nation's children suffer from crowded, insanitary, or hopelessly old-fashioned housing. Of some eight million city homes, for example, 15 percent were found to lack indoor flush toilets, 20 percent to have no bathtubs, and 40 percent no central heating. One of every six dwellings needed major repairs or was unfit for human habitation. Of 620,000 farm dwellings surveyed in 1934, fewer than 12 percent have bathtubs, 8 percent have central heating, 18 percent have electricity, 17 percent have running water. Due to underbuilding in the depression, "there is an accumulated numerical shortage of 1,500,000 dwellings in our cities and villages, in addition to at least 2,500,000 worn out houses in need of replacement. Some three million farm dwellings fail to meet minimum health and comfort standards." Clearly, the nation's housing problem cannot be solved overnight. Nor are old methods of private initiative and financing sufficient either for modern community planning, or for improving the housing conditions of low income families. The problem calls for substantial responsibility and leadership on the part of government—federal, state and local; continuance and expansion of the program of slum clearance and low rent housing through federal loans and through grants to local housing authorities; state and municipal cooperation with the federal housing program; better housing for families of moderate means through safeguarding credit for home building to assure low interest rates and long term amortization; cooperative effort on the part of the building industry and labor to reduce building costs; encouragement of housing cooperatives; adequate regulatory laws and housing inspection, with modernization of zoning laws and building codes; provision for adequate housing in public assistance budgets; continuous research by public and private agencies in the housing field, and the organization of citizen committees to promote public understanding of housing problems.

Religion in the Lives of Children

CONSIDERATION OF CHILDREN IN A DEMOCRACY INCLUDES not only material advantages and disadvantages but also the enduring intangibles—ethical values, human relationships, a developing philosophy of life. In the nurture of children in a democracy, the democratic balance between individual freedom and social unity must be maintained. "Historically," the conference report points out, "religion has succeeded in maintaining such a balance by placing its emphasis upon the worth of the individual and at the same time upon human fellowship." The primary responsibility for the child's experience of religion rests with the family, though this responsibility is later shared by the church and other social organizations. But despite the importance of "the resources of religion as an important factor in the democratic way of life," it is estimated that fully half the children and youth in the United States receive no formal religious instruction. The conference recommends: that adult leaders of children be persons of utmost integrity, with a vivid appreciation of spiritual values; that parents and teachers be "ever alert to the importance to the child of facing specific life situations"; that whole-hearted recognition of the place of religion in the development of culture be given "by all who deal with children—parents, teachers, social workers, and representatives of the press, radio and motion picture"; that religion be treated frankly and objectively as an important factor in personal and social behavior, and that it be so included in the treatment of literature, history, philosophy, psychology, the social sciences, when it normally enters into the subject matter of such courses; that the uses of religion in personal counseling be further explored; that churches and synagogues emphasize the common ends which they share with each other and with other community agencies; that a privately supported non-governmental commission be created to study how religious education may best be provided in a total program of education "without in any way violating the principle of the separation of church and state."

Educational Services

"A PRIMARY RESPONSIBILITY OF OUR DEMOCRACY," states the conference report, "is to establish and provide a fair educational opportunity to which every American child is entitled. This should be a nationwide goal, sought through all the thousand varieties of local conditions and traditions. In this there is a value beyond direct educational benefits. Every American child should be able to feel pride and patriotism because his country assures educational opportunity for him and for every other child."

Present performance, the report shows, falls far short of this goal. The conference recognizes two types of education: *Formal* education centers in the school and extends to other agencies; but the school, the library and the recreation center make up a comprehensive educational *system*. "No hard and fast lines separate the functions of these agencies."

Not even the basic elements of formal education are at present equably distributed in this country. Thus of the

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75 million adults in the United States, about 36 million did not finish elementary school. About one million children between the ages of six and fourteen are not in school. "The school opportunities of hundreds of thousands of children of migrant and rural families and of Negroes are often deplorable or entirely absent." While this country has resources for broadening educational opportunities and redressing inequalities, "the resources of many school districts and even of entire states and regions cannot keep pace with the needs of the school population or provide suitable standards of educational efficiency."

TO INCREASE THE EDUCATIONAL OPPORTUNITY OF CHILdren in this country, the conference proposes that units of school administration be enlarged where such reorganization is needed to broaden the base of financial support; state and federal aid be provided to reduce educational inequalities as among communities and among states; emphasis on individual traits, since "an educational system which truly serves democracy will find no place for the philosophy or the methods of mass production"; enriched professional training for teachers; public provision of nursery schools or kindergartens for pre-school children; free educational opportunity for youth up to eighteen or twenty years of age; systematic guidance and vocational placement for young people; wholesome leisure time activities for pupils and their parents; continuing emphasis on education for citizenship and for moral character; cooperation between the schools and other community agencies that serve the child.

"Paralleling the importance of housing, health and formal education are the uses of leisure," the conference finds. Like normal family life, the voluntary participation in informal education and recreation under good conditions contributes to the basic emotional needs of "friendship, recognition, adventure, creative expression, and group acceptance."

The report underscores the need for planned leisure time activities within the community, state or region. "If it grows haphazardly, with school, parks, and private agencies each acting independently, the program may be wasteful and retarded." Planning results in coordination of services and facilities, and in recognition of the need for equipment and trained leadership.

A complete picture of recreational facilities in this country must include commercial recreation, available to those who are able to pay for it, and comprising not only such passive entertainment as radio, motion pictures, theater, spectator sports, but also active participation in many sports and creative activities. Commercial recreation "is influenced both in quality and quantity by the character and amount of the demand." So far, organized recreation has been available for the most part only to city children. On the other hand, the life of the rural child is enriched by the natural surroundings of the countryside. But "whether in city or country, organized play under competent leadership has been found of importance for the formation of democratic habits and attitudes." Recreation for children in a democracy, the conference finds:

> . . . should reflect in its program, organization and operations those values which are implicit in the democratic way of life. This means, among other things, a program that emerges from the life of the people; a leadership that represents and releases the deepest needs and interests of persons; a relationship with people in the community that involves them in responsible participation both in planning and in management; a form of administration that is democratic, not autocratic; a method that utilizes group experiences and group channels in the total process.

PALO ALTO PUBLIC LIBRARY

Outstanding among the conference recommendations to these ends are: the recognition of the constructive use of leisure time as a public responsibility on a par with responsibility for education and health; collaboration between organizations concerned with the use of children's free time and the movie and radio industries "in order to provide programs which will contribute to the sound development of children"; a national commission on recreation, organized through the initiative of the American Council on Education, to "study our leisure needs and resources and to make recommendations concerning the development of programs of recreation and informal education."

The free library is a characteristic institution of democratic life, and is generally recognized as essential to any adequate system of democratic education. Yet according to figures gathered by the American Library Association in 1938, more than 26 million young Americans, most of them living in rural areas, are without local library service. At present, only 400 of the more than 3000 counties in this country have county libraries, in general, the most satisfactory reading service for rural communities. There is little hope of redressing the rural library shortage through local funds. The conference therefore recommends state encouragement and assistance in developing and extending local public library service; special federal grants for establishing rural library service; specially trained and qualified personnel for library service to children and to parents.

Protection Against Child Labor

THE NUMBER OF CHILD WAGE EARNERS HAS DECREASED markedly in this country in recent years, but conservative estimates indicate that at least half a million children under sixteen still cut short their education to go to work, or hold jobs during vacation and outside school hours under conditions that interfere with their physical, mental and social development. A still larger number of young workers, sixteen to eighteen years of age, are insufficiently safeguarded against hazardous or unwholesome employment conditions. The Fair Labor Standards Act prohibits the employment of children under sixteen years of age in any industry producing goods for interstate commerce. But the great majority of child wage earners are employed in intrastate industry and therefore are not covered by the federal measure. Only twelve states have laws fixing a basic minimum age of sixteen for children employed in industry during school hours. Even more significant as employers of children are the "factories in the fields" of industrialized agriculture, street trades, domestic service and industrial homework, where most of the existing exploitation escapes legislative control, and where regulation is found peculiarly difficult. The conference recommends standards for child labor, specifically including industrialized agriculture as well as factory employment and employment in trade and service occupations: a minimum age of sixteen for all employment during school hours, and at any time in manufacturing and mining; a minimum age of sixteen for employment at any time in other occupations, "except as a minimum age of fourteen may be permitted for limited periods of work after school hours and during vacation periods"; a minimum age of eighteen or higher for employment in hazardous or injurious occupations; hours of work for persons up to eighteen not

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to exceed eight a day, forty a week, and six days a week; requirement of employment certificates for all minors based on a physician's certificate of fitness for the proposed employment; at least double compensation for injury to illegally employed children; minimum wage standards; abolition of industrial homework "as the only means of eliminating child labor in such work"; adequate administration of all laws relating to the employment of children and youth.

The conference also recommends the adjustment of school laws to child labor laws, with schooling compulsory and available for every child up to the age of sixteen, and a suitable educational program for all unemployed youths over sixteen; and "the immediate completion of the ratification of the child labor amendment."

Youth and Their Needs

TRADITIONALLY, THE YOUNG AMERICAN LOOKS FORWARD to a job with a future, to independence, the establishment of a home, and participation in the life of the community. Today, the American Youth Commission estimates that there are four million young people in this country out of school and unable to find work, that one third of the unemployed workers in this country are under twenty-five years of age. Many of these young people are members of families on relief, which therefore have only the most meager resources. School programs in general are not adapted to the needs of youth, and recreational facilities for the most part are insufficient and not suitable to the young adult.

The Civilian Conservation Corps with an authorized enrollment of 300,000, and the National Youth Administration which provides part time employment for about 250,000 young people and assists twice as many more through its student work program, have "made outstanding contributions by programs combining work and education." But together they assist fewer than a fourth of the out of school youth who are jobless, and "must be regarded as pioneer experiments showing what needs to be done on a much larger scale." The conference finds that "the situation of youth calls urgently for action" since young people in the sixteen-to-twenty-one age group "are entering the period when decisions must be made in regard to the kinds of lives they will live personally and the kinds of social and political programs they will endorse by their votes and their opinions. The circumstances and state of mind of youth are therefore of the utmost importance not only for their own future, but for the future of our society."

Believing that "the cost of constructive programs will be less than the ultimate cost of the neglect of youth," the conference recommends: a plan of general secondary education based on industrial demands and opportunities, and which "contributes significantly to responsible citizenship, wholesome family life, constructive use of leisure time, and appreciation of our cultural heritage"; vocational preparation, guidance and counseling adapted to modern conditions and carried out in cooperation with the schools; placement services for young workers staffed by a qualified and trained personnel; continuance and expansion of CCC and NYA, and provision by federal, state and local governments of work projects for jobless, out of school youth over the age of sixteen. "Such work should be useful, entailing possibly the production of some of the goods and services needed by young people themselves and other unemployed persons." The conference also proposes "further experimentation in part time work and part time schooling."

Conserving the Health of Children

THE HEALTH OF CHILDREN CANNOT BE CONSIDERED apart from the general health problems of the country today, nor does the child health section of the conference report seek to draw any such artificial and unscientific lines. The growing body of information about the prevention and cure of disease, the gaps between what we know and what we do, are briefly considered with the bearing of the whole health situation on the welfare of the children.

There are two great fronts in the health field, the report points out, one concerned with measures "to prevent well people from becoming ill"; the other, the treatment of patients "to return them to health and to limit the spread of disease." Both fronts call for organization and administration as well as technical knowledge and skill.

Some preventive measures are almost impersonal, like control of water supply, safe sewage disposal, sanitary inspection. Other measures involve medical practitioners, though they do not involve sick people—for example, immunization against smallpox and diphtheria, and the prevention of rickets, scurvy, and pellagra through improved nutrition. Akin to this type of prevention is health education by routine health supervision, lectures, demonstrations, school instruction, and so on.

When illness strikes, medical care comes into play, though even here prevention and administration continue to be important. In communicable disease, for example, the patient is also the spreader of infection, "and treatment goes hand in hand with control and prevention." Often in the care of the patient and the forestalling of complications, the physician is practicing preventive as well as curative medicine. Much of the most effective health education is that given by doctor, nurse, or hospital in process of caring for a sick person. "All this may be said with especial force and pertinence of the child, whose health from before his birth and through his adolescence depends as much on general public health measures and health education of the mother as it does on medical and nursing supervision, immunization, and preventive treatment in the home, at school, and in general community life."

A health program for the American child for the decades ahead will have two advantages: "we know more about the health, growth, and development of the child than ever before"; and we also know "how far we lag behind in the application of available medical knowledge." Today, "the real dangers to the health of America are not plague, cholera, or yellow fever." In safeguarding the health of our children, our objectives today are:

Reduction in the number of maternal deaths. More than ten thousand women die each year during pregnancy or in child birth. From two thirds to three fourths of these deaths are preventable.

Reduction in the deaths of infants. In spite of the progress in reducing infant mortality in the first year of life, more than 50,000 babies die each year in the second to the twelfth month of life, and many of these deaths are preventable. There are some 75,000 stillborn infants each year, and 70,000 more die before they are a month old. One third of the former, and a considerable percentage of the latter are believed to be preventable, although there has been but slight decline in the deathrates in both categories in recent years.

Provision of doctors and nurses. Each year nearly 250,000 women are not attended by a physician at childbirth; about

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250,000 newborn babies lack medical care in the first and most critical days of life; thousands of homes do not have a skilled nurse available to assist the physician at childbirth; many children with communicable and disabling diseases do not have medical care; hundreds of thousands of children suffer from correctible defects of sight, hearing, teeth, mouth formation, and from after effects of disabling diseases. Lack of hospitals and clinics parallels deficiencies in individual medical care.

Many of the causes of this serious situation in the protection of the health of the American child are of an economic nature, [the report points out]. The health of the majority of persons is purchasable, and many families are able from their own resources to provide the necessary care for their children. But a larger number cannot afford to do so; the population in many areas cannot support doctor and nurse; communities of limited size and means cannot afford hospitals, clinics, and competent personnel for health administration. The remedy is, in the main, to direct the potential resources of the nation to where need is great and unmet, to match needs with services in the light of national wealth, not local exigencies.

The conference submits an outline of medical, nursing, hospital, clinical facilities essential to these objectives. To help correct disparities in individual resources for obtaining adequate health services, the conference recommends for low income families "adequately supervised medical care through a program financed by general tax funds, social insurance systems, or such combination of methods as may best be suited to local conditions."

In overcoming geographical disparity in resources for providing public maternal and child health services, the conference offers these principles:

The local community should provide maternity care and health and medical services for children as needed, as part of its public health responsibility, utilizing available qualified services and facilities.

The state should give leadership, financial assistance, specialized service, and supervision in the development of local services, and should be responsible for setting standards of care and service acceptable on a statewide basis.

The federal government should assist states through financial support, research, and consultation service, and should be responsible for setting standards of care and service acceptable on a nationwide basis.

Federal grants to the states for the expansion of maternal and child health services, including hospital and medical care, should be made on a basis that will reduce most effectively existing inequalities in these fields of service.

The report recommends that the President appoint a national nutrition committee "to coordinate the various efforts now being made to improve nutrition," because of "the fundamental importance of nutrition to the health of children." The conference also recommends adequate support for research through public appropriations and private grants, "since research underlies all advance in practical programs of health and medical care for mothers and children and the results of research may markedly reduce the cost of care."

Children Under Special Disadvantages

HANDICAPPED CHILDREN, THE CONFERENCE REPORTS, FALL into two broad divisions: children suffering personal handicaps, physical or emotional, creating needs which call for direct, specialized services; children of families in minority groups who often suffer from handicaps which can be removed only by changes in public opinion and attitude.

The conference recognizes that "in a democracy responsibility for the care of children centers in the family." Through social services, society implements its responsibility toward children whose parents and kinfolk are unable to give them adequate care and protection, and whose needs go beyond the community services that are intended for all children alike. Among the handicaps calling for such special services are blindness, deafness, crippling conditions, feeblemindedness. Less obvious handicaps are due to unhappy or broken family relationships, or emotional and psychological disturbances.

The primary objective of child welfare service is to provide for every child who has some special need whatever assistance and guidance may be required to assure him security and protection within his own home, if possible, and opportunity for his growth and development.

To attain this objective, the conference recommends: that social services to children requiring special attention should be provided in every county or other appropriate area; that local public welfare departments should be equipped to provide all essential social services to children, "either directly or through utilizing the resources of other agencies"; courts handling children's cases should have judges and social service staff "qualified to give adequate service to children who come within the jurisidiction of these courts"; state welfare departments should afford leadership in providing state and local services for children, improving standards of care, administering such services as cannot be provided appropriately in local units; the federal government should enlarge its child welfare activities—information, research, advisory service, leadership and funds for demonstrations and for developing administrative methods, grants to states for assistance to needy children in their own homes "and for such other forms of service to children in need of special protection as experience may prove to be necessary."

CHILDREN OF MINORITY GROUPS ARE OFTEN AT A CRUEL disadvantage. In many communities their parents have limited chance for employment and for vocational advancement; they experience a measure of social exclusion; in many places they receive an unequal share in public and private educational, recreational, medical and welfare services. "The largest minority group and the greatest sufferers from discrimination are Negroes, but minority status is also experienced to a degree which varies from time to time and from place to place by Indians, Mexicans, Jews, and some foreign born people."

There are about five million children under sixteen years of age in the United States who are other than native born white of native parentage; and about eight million white of foreign or mixed parentage. Since science has proved that strict race lines cannot be drawn, and "that no factual basis exists for any assumption that one race is superior to another," the reasons for prejudice and discrimination "must be sought mainly in social and economic, rather than in biological factors." Only a long educational program can correct these injustices, and it must be "based on the conviction shared by this conference that the denial of opportunity to any child on the basis of race, color, or creed is undemocratic and dangerous to the welfare of all children."

The effort to eliminate race prejudice rests first of all with the family, then with the schools. "Parents have a par-

(*Continued on page* 62)

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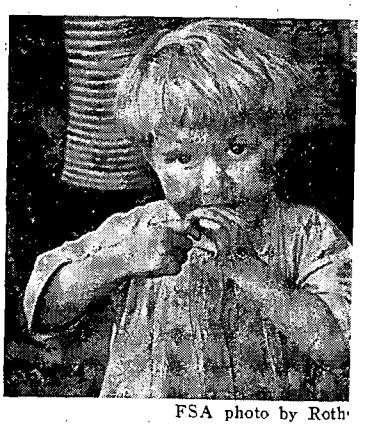

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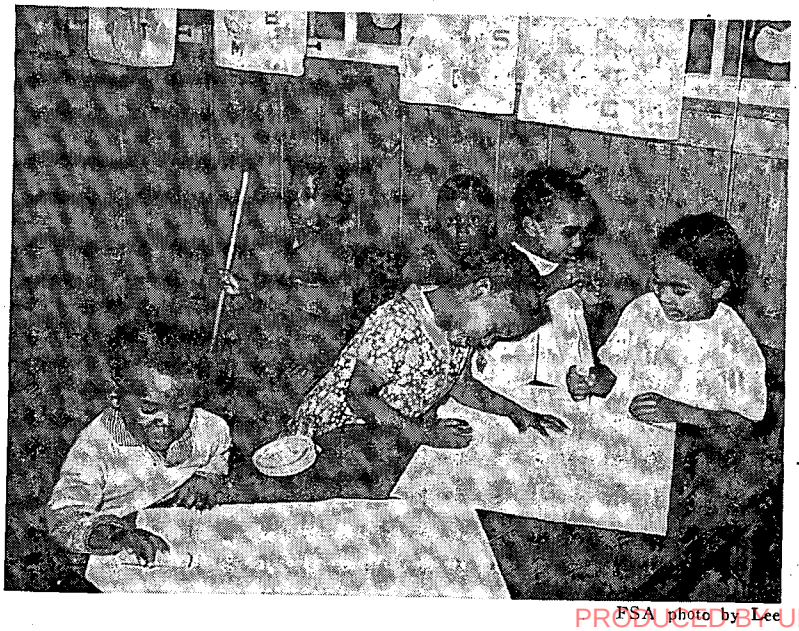

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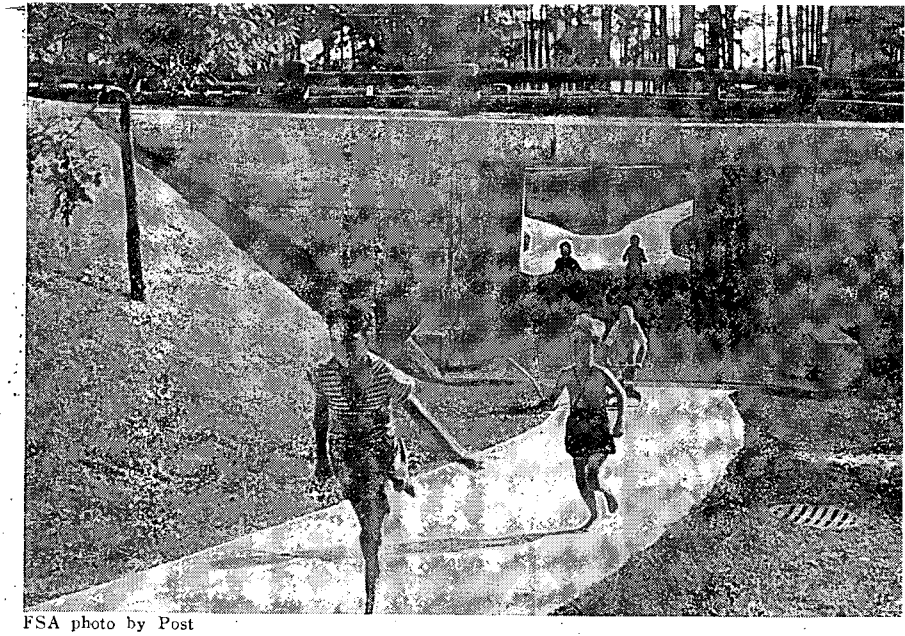

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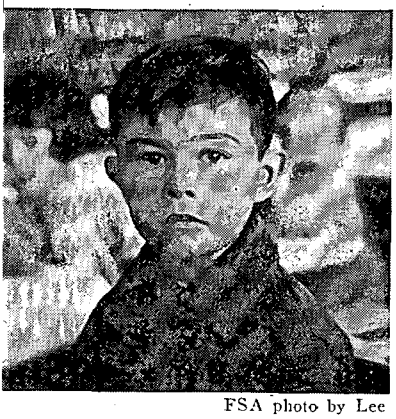

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CHILDREN

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(*Continued from page* 59)

ticular obligation to protect and strengthen the natural tolerance of their children." The conference recommends that civic and social agencies, labor and consumer organizations, political parties and governmental agencies, welcome and encourage the participation of minority groups both in the ranks and in administrative and policy-making activities; that regardless of race, creed and color, persons be given equitable benefits according to needs in housing programs financed by federal, state and local governments; that outspoken policies against discrimination be established by employers and labor organizations; that fair labor standards legislation and "certain social insurance benefits" be extended to agricultural labor and domestic service "as occupations which include a large proportion of certain minority groups"; that anti-alien bills which exploit race prejudice should be discouraged; that discriminatory practices limiting suffrage should be discontinued; and "organizations deliberately exploiting race prejudice should be condemned." Finally, "in the local use of federal and state grants the same standards should be applied to minority groups as to others, and this should be a specific legislative requirement enforced by public opinion and safeguarded by the right of the individual to appeal and to obtain a fair hearing without fear of being penalized."

Public Financing and Administration

ALMOST EVERY SECTION OF THE REPORT INCLUDES RECOMmendations for changes in the financial and administrative set-up—local, state or federal. "The present division of responsibilities," the report observes, "is not based on existing needs, but largely on conditions of colonial origin and pioneer days, when isolation made government and community services practicable only on a local basis. Towns, counties and school districts as government units became the general pattern. Their existence was perpetuated and extended in territorial and state governments. . . . Functions of public health, education and relief were left for the most part with the local units." This report is convincing evidence of the difficulty of applying modern scientific knowledge, providing modern services in the crazy quilt patterns of archaic administrative units.

A study made by the Public Administration Service in 1931-2 showed that there are more than 170,000 governmental units in this country—including 3053 counties, over 20,000 towns and townships (in 23 states), over 16,000 incorporated places, more than 127,000 school districts. The only considerable reduction in these figures in the past decade is in the consolidation of school districts, and there are still some 120,000 of them left.

The conference therefore recommends that "the number of administrative units of government should be reduced and units sufficiently large and appropriate for efficiency and economy in performing the functions of government should be organized."

Aside from the confusion of trying to work within horse-and-buggy boundaries in a motor highway age, it is futile to expect that each unit is capable, financially and administratively, of providing adequate service along all the lines for which local governments are now held responsible. The units vary enormously in area and in population. In Kentucky, for example, the average area of a county is 334 square miles; in Arizona, 8129. Some counties have a greater population than whole states or even a group of states; other counties have fewer inhabitants than some townships. At the time of the last census (1930) more than four fifths of the cities, villages and boroughs had fewer than 2500 inhabitants. Hundreds of townships have fewer than 100. "To the technical and administrative difficulties of conducting elaborate public services under such circumstances," the report points out, "must be added the overwhelming difficulty of financial support. Essentially the difficulty arises from the fact that profitable and necessary services, appropriate to modern scientific knowledge and possibilities, require a large expansion of the field of public operations. But the traditional tax system, which places the whole burden of local taxation on real estate, is obviously not adapted to carry any such load in a country where so large a portion of private incomes is [now] derived from industrial activities that are not reached by real estate taxation."

School surveys show that some communities can provide $100 or more per year per child as easily as some local units in the same states could provide $1. "Yet there can be no such vast difference in what needs to be spent per child if each is to get reasonable opportunities for education, economic security, and health services." It goes without saying that it is the poorer communities which have the larger child population, the greater need for health services, housing, and relief.

The report considers two methods of redressing inequalities in local and state resources: for the federal government to take over from local and state governments the responsibility for certain health and relief functions; or for the federal government to aid these governments with grants of funds, much as some states have sought to equalize educational opportunities by grants of state funds to school districts. "This conference believes that it would be unsound to relieve governments on state and local levels from responsibility for such services as schooling, recreation, health and medical service." To provide a reasonable minimum in these services, and to lessen inequalities by spreading costs, the conference urges "a consistent and well organized system of grants by states to localities and by the federal government to states for the support and expansion of certain services to children."

In addition to administrative and financial reordering, every section of the report stresses the need for qualified personnel to carry on the suggested programs, and for the support of an informed public opinion to support it. Adequate provision for our children is therefore seen to depend in the long run on two groups of people: those employed to render needed services; the general public who make these services possible, and whose critical attention safeguards standards and encourages improvements.

To forestall or correct political manipulation of funds intended for child welfare purposes, to prevent their waste through inefficiency and secure the maximum of return for such expenditures, the conference recommends that personnel be selected and retained on a merit basis. The report comments:

> The application of merit systems . . . in these fields is . . . of primary importance in making democracy an efficient instrument for public service. Although there has been encouraging progress in the application of the merit principle in federal and state governments and in some cities, large areas of public service are still without the safeguards of this principle.

In addition to qualified personnel, chosen for ability, training and experience, and secure in their job, the conference considers that the next decade should see the public increas-

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ingly interested in the needs of children and programs for meeting those needs, with lay citizens "more effective and more important in policy making."

While the conference is convinced that the recommendations included in its over-all report are "essential to the well-being of the children of America," it recognizes that many of its proposals cannot be put into effect at once. Its program is drawn for a decade—some features of it for a longer period.

In eloquent concluding paragraphs, the report crystallizes the convictions of the American people on Children in a Democracy:

That democracy can flourish only as citizens have faith in the integrity of their fellow men, and capacity to cooperate with them in advancing the ends of personal and social living.

That such faith and such capacity can best be established in childhood and within the family circle. Here the child should find affection which gives self-confidence, community of interest which induces cooperation, ethical values which influence conduct. Secure family life is the foundation of individual happiness and social well-being.

That even in infancy, and increasingly in later years, the welfare of the child depends not alone upon the care provided within the family, but also upon the safeguards and services provided by community, state and nation.

And the Call to Action adds: "If the American people, in a world showing many signs of breakdown, can present a picture of a nation devoting thought and resources to building for the distant future, we shall strengthen by these very actions our own faith in our democracy."

Backgrounds and Foregrounds

As a common basis for their deliberations and for their general report, the members of the White House Conference had before them preliminary statements which assembled and summarized the latest available data from public and private sources in each of eleven subject fields. In some of these areas, recent study has been concerned chiefly with principles, in others with facts and figures. The topical reports vary similarly in materials and in emphasis. In the main, however, they are concerned with the concrete rather than the theoretical, with statistics rather than philosophy. The following excerpts from ten of these background statements were chosen with the aim of giving here salient facts that the conference had to reckon with in considering childhood and its needs, and in shaping a program for the years ahead. The preliminary statements were prepared for the report committee, Homer Folks, chairman, by a research staff headed by Philip Klein, director, and Harald H. Lund, associate director, with experts from each subject field serving as consultants, and were distributed to conference members before the meeting. The preliminary statement on Housing the Family was not available for quotation here.

Health and Medical Care for Children

THOUGH THE DECADE WITH WHICH THIS REPORT OF progress is concerned was ushered in by the economic depression, nevertheless it has witnessed outstanding progress in the field of child health. . . . The marked progress is in general reflected in a steady decrease in infant mortality. Deathrates of infants under one year of age from diarrhea and enteritis, congenital debility, and epidemic and communicable diseases have shown sharp declines; deathrates from syphilis and from respiratory diseases have also declined appreciably. Deaths from premature birth have declined, but in lesser degree. The infant mortality rates reached an all-time low in 1938. If the rate of 1928 had obtained in 1938, 41,000 more infants would have died in the latter year than actually did die. The birthrate (live births per 1000 total population) has shown a tendency to increase in the past two years and that for 1938 is higher than for any year since 1931; the life expectancy of children has been raised at all ages. The maternal mortality rate has decreased over 35 percent from 1928 to 1938, the decrease having occurred largely in the past four years. Accompanying this there has been a decline in the deathrate of infants in the first month of life. Mortality from four communicable diseases of childhood (whooping cough, diphtheria, measles, and scarlet fever) and also from pneumonia, has decreased in recent years. . . .

In spite of these evidences of improvement in child health, continued efforts must be made to maintain standards and to improve child health further. That this is so becomes apparent when trends of infant, neonatal, and maternal mortality rates are studied according to geographic area, race, or economic status. Rates for the total birth-registration area do not reveal either the low mortality rates in some areas or the very high rates in others.

Education Through the School

THE MATTER OF MAKING PUBLIC EDUCATION AVAILABLE to every child has become a national problem. Even with larger administrative units and programs to reduce educational inequalities within states, the disparities in educational offering are still very great. Regional and state differences in economic capacity, due largely to the concentration of resources and industry in a few areas, make it literally impossible for a large proportion of the nation's children to obtain a reasonably good education under existing methods of school support. This fact, coupled with increasing mobility of youth, inevitably creates a situation which democracy cannot tolerate for long.

The educational opportunity of children in economically less fortunate areas can be brought up to the desired level of opportunity only by federal financial assistance to the states, so rendered as to reduce educational inequalities. . . . Greatest improvements are likely to be effected if new funds are expended to broaden the traditional school offering both in type and in extent, to support a research and planning program, to improve the preparation of teachers, to provide more adequate buildings and equipment, to furnish suitable opportunities for handicapped children, and to strengthen

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the leadership of state departments of education. The sums needed to achieve these ends are small compared to expenditures of the American people for purposes far less vital to their well-being.

Economic Aid to Families

How many have had the experience of dependence on public or private aid for the necessities of life in these ten years, we do not know. Guesses vary from a third to a half of the population. In January and February of 1934, when employment through the Civil Works Administration was at its maximum, 8 million households, consisting of 28 million persons, of whom more than 11 million were children under sixteen years of age, received public assistance or earnings on federal work programs. Last March, before reductions began on work projects, the corresponding figures were over 7 million households, nearly 22 million persons, and 8 or 9 million children.

That is about one in six of the total population, compared with probably less than one in a hundred in the corresponding months of 1929.

That for any considerable period the families of a fourth of the children in the United States should continue to be dependent on public or private aid for the necessities of life is a prospect we cannot accept. That any of them should not get aid when they need it, or should not get as much as they need, or the kind they need, is intolerable.

The Family as the Threshold of Democracy

Reduction in size of families began over a century ago, and has been particularly notable in cities. Between 1930 and 1935 the total number of children in the United States decreased from about 38 million to about 36 million. . . .

Both marriage and divorce rates declined in the depth of the depression. . . . Marriages and divorces, however, have increased since 1933. The decrease in the birthrate has continued to be a major factor in family change. There were 25.1 live births per 1000 population in the birth registration area of 1915. The rate reached a low of 16.5 in 1933. In 1937 it was 17.0, and for 1938 the reported provisional rate was 17.6. . . .

Farm populations have higher ratios of children to adults than cities; in some areas the ratio of children to adults on farms is double the ratio in cities. The South has the highest proportion of children, both in white and in Negro families; the far West has the lowest proportion. Rural Negroes have more children on an average than white farm families. In cities, foreign born families have more children than native born whites; both groups have more than city Negroes.

Parents in cities on the income level "$3000 and over" have less than half as many children as those in the income class "under $1000."

Religion and Children in a Democracy

The child, whether in the family, the school, the church, or leisure time activities, needs to have personal appreciation of values. Any program of child development which falls short of this level is not only superficial from an educational point of view but is not consonant with the ideals of democracy. It would be possible to provide the child with adequate economic support, proper housing, the best of medical and dental care, and equalized opportunity for formal education, and still provide no more than totalitarian states are able to provide. Democracy involves not only freedom and individual initiative but the development of the capacity to make choices and to appraise them in the light of fundamental and comprehending values. Above all, the child in a democracy needs assistance in achieving for himself a scale of values consistent with a philosophy of life. Such a scale of values does not come about primarily through things which we do to or for children. It is largely the result of the free and creative participation of children in judging and carrying through courses of action in specific and concrete situations of their everyday life.

Economic Resources of Families and Communities

Recognizing all the limitations of a monetary standard, it is nevertheless startling to realize that in 1935-36 half of America's 29 million families of two or more persons had incomes of $1160 or less. (This figure includes estimated value of non-money farm income.) . . . It is difficult to realize that over a million families in this country had a yearly income below $250 in 1935-36. (This includes relief payments of all kinds.) More than a quarter of the nation's families had yearly incomes under $750. Nearly 42 percent had incomes under $1000. Nearly two thirds (64.6 percent) had incomes under $1500. Less than a third were families with incomes over $1750. . . . The occupational ladder descends in the following order according to median family income: independent professional, salaried business, salaried professional, clerical, independent business, wage earner, farmer. . . .

A significant variation in the urban picture is the difference between whites and Negroes. In north central cities of 100,000 or more, the median income for white families was $1720; for Negroes, $1095. In southern cities of 2500 and over, the discrepancy was widest. Median income for white families was $1570 and for Negro families, $525.

Farm family incomes are even lower.

Over a third of the families in the United States did not have in 1935-36 incomes which would have purchased the "emergency" level budget, and at emergency level there was insufficient allowance made for replacement for even that level of living to be sustained over a period of years. Over half the families had incomes below the average cost for a "maintenance" level budget—$1261.

Child Labor and Youth Employment

At the last federal decennial census, that of 1930, the number of children between ten and sixteen years who were reported as gainfully employed totalled 667,118, or approximately 5 percent of the total population of these ages. It is generally recognized, however, that these census figures were an understatement of the extent of child labor even in 1930 when the industrial depression had reduced employment opportunities for all workers. While no precise information exists concerning the number of children under sixteen years of age at work in the United States at the present time, such evidence as is available shows that numerically their employment is definitely less today than in 1930, in fact less than at any time in recent years. This is due primarily to two causes.

First of these is the decline in employment opportunities for all persons that has characterized the present decade . . .

The second principal cause of the reduction in the employment of child workers under sixteen is an improvement in legislative standards. . . .

Any assumption that, except for work on the farm and in

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the home, child labor is now completely under legislative control is erroneous. Obstacles to the attainment of good child labor standards are to be found today, as always, in the opposition of some employing groups to regulation because they wish a cheap labor supply, in economic pressure upon children and their families, and in public indifference arising in part from lack of knowledge of the facts. Moreover, because of the close connection between the child's employment and that of his parents in occupations where children work as members of a family group, such as in agriculture, the earlier opposition to any regulation of child labor on the ground of interference with parental control has been revived. This situation is one easily exploited by self-interested groups. In regard to occupations for which regulation is still largely nonexistent or inadequate, such as commercialized agriculture and street work, it is necessary to develop an informed public opinion as was done in the earlier movement for the regulation of factory employment.

Child Development Through Play and Recreation

REASSURING ADVANCES HAVE BEEN MADE IN THIS WHOLE field during the past ten years. Growth of public acceptance and support is shown in many ways. Vast forest and park areas have been acquired. Camps, community centers, athletic fields, swimming pools, tennis courts, clubhouses, hiking trails, and trail lodges have been constructed. More schools have been made available for leisure programs. Music, art, drama, photography, travel have been extended. New organizations have been created. Enabling legislation in several states has provided a broadened basis for community programs. Substantial progress has been made in reorienting the professional education of community recreation leaders.

Many communities and many children living in them have not felt the effects of this decade of recreation progress. Several social indices—such as high rates of child accident and mortality from traffic accidents, high rates of juvenile delinquency, lack of resources in the home, inadequacy of trained recreation leaders employed throughout the year, lack of appropriate standards in both public and private agencies—all point to the fact that further progress must include the improvement and extension of our recreation resources. We have many gaps to fill as we build and plan for the development of our children.

There are certain groups of children who have fewer than average opportunities for participating in a recreation program. When combinations of these groupings are present, the inequalities tend to be greater.

Social Services for Children

UNDER PRESENT CONDITIONS, AT LEAST 8 MILLION CHILdren are receiving economic aid in their homes, including over 700,000 benefiting from aid to dependent children under the social security program. Many other children whose families are not receiving economic aid from public or private sources are in need of such assistance.

Much smaller numbers of children require care away from their own homes. On a given date in 1933, approximately 250,000 children were in institutions for the care of dependent children or in foster family homes. Of those for whom reports were received, 58 percent were in institutions. Figures for urban areas reporting social statistics to the Children's Bureau show that the number of children in institutions has decreased and the number cared for in foster family homes has increased since then.

In 1938, according to estimates, about 185,000 children were dealt with as delinquents by juvenile courts.

By June 1939, state registration of crippled children under the Social Security Act showed approximately 225,000 children in need of care. On the basis of this partial registration it is estimated that the total number of crippled children in the continental United States is approximately 365,000. In addition, many thousands of children are suffering from conditions which, if neglected, may result in crippling. The numbers of blind or partially sighted and deaf or hard-of-hearing children who need some form of social service as well as special facilities for treatment and education cannot be estimated with any degree of accuracy.

Estimates of the number of mentally deficient children who need custodial care or training in institutions or care and supervision in the community vary from about 360,000 —1 percent of the 36 million children in the population under sixteen years of age—to figures four or five times that high. A still larger number of retarded or subnormal children require special attention.

The actual extent of the need for social services for the protection and care of children handicapped by the various types of social, physical, and mental disabilities, and for the prevention of maladjustment, is becoming more evident with the increasing development of resources for child welfare services in the various states.

Children in Minority Groups

IF WE EXCEPT INDIANS, THERE IS NO GROUP THAT CAN rightly claim to be more American than another. . . . We are all relatively recent arrivals. Furthermore, the process of assimilation has been so rapid that we no longer can trace accurately the racial and national origin lines in our population. The census distinguishes people according to color, nativity, and nativity of parents (certainly not exact indications of race). In the United States, only 57 of every 100 persons are native whites of native parentage, and many of these are second, third, and fourth generation descendants of the 40 million immigrants who have come to our shores in the past 100 years.

Of the other 43 in a hundred, 20 and a fraction are native whites of foreign or mixed (foreign and native) parentage; 11 are foreign born; 10 are Negro; 1 is Mexican; and the remaining fraction represents Indian, Oriental, and others. Only about 3 million persons in our entire population are aliens, and the majority of these are on the way to citizenship.

Having at heart the welfare of all children, there are other reasons, in addition to the number of children directly involved and the unique character of some of their handicaps, why we must give special attention to the minority problem. It is a problem which deeply affects the whole population and hence all children. Race prejudice and discrimination are not peculiar to any particular section of the country—or to any particular part of the population. Nor does the minority problem spring from the nature or character of the people in minority groups, since every racial group has been treated as a minority at one time or another. The problem is one deeply rooted in our social structure, and it is fraught with danger for the whole population. Examples are not lacking of the use of minorities to destroy national unity, to set one part of the population against another, and to defeat the common interest of all the people in raising the general standard of living and in attaining greater security of life and liberty.

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Plans for Action

THE materials of the fourth White House Conference for Children are not going to be left to gather dust on library shelves. A Committee on the Follow-up Program, headed by Saidie Orr Dunbar, president of the General Federation of Women's Clubs, put before the meeting an outline plan of federal, state and local activity designed to translate findings and recommendations into happier lives, broader opportunities for the youth of the nation. As Mrs. Dunbar pointed out, in presenting the report to the conference: "It is clear that nation-wide planning is only the beginning of a program for making this conference mean something to individual children. It must reach individual children in communities and states, in Maine or Mississippi, New York, Michigan, or Florida. It must mean something to Johnny whose father is dead; to Mary who shares in the work of the family as they follow the crops, never staying long enough in any one place for Mary to become really settled in school; to undernourished Stephen, and crippled Susie, and George whose mother is at her wits' end to know why he is forever coming to the attention of the police and the juvenile court. The general aims of the conference are equally valid in all parts of the country and for all children; the community efforts that must be made to achieve the objects will be many and varied."

After exploring ways to meet these diverse needs, utilizing all the agencies —private and governmental—that can be mustered, the committee recommended a nine-point plan which was accepted by the conference:

1. That follow-up work be started at once.

2. That responsibility for national leadership in the follow-up program be placed in a National Citizens' Committee and a Federal Inter-Agency Committee on the White House Conference on Children in a Democracy. The National Citizens' Committee should be non-governmental in character, representing various organizations and associations that have participated in the work of the conference. The Federal Inter-Agency Committee should include representatives of federal agencies that have participated in the conference activities.

SAIDIE ORR DUNBAR

3. That the function of the National Citizens' Committee include preparing and disseminating printed, visual, and radio material; enlisting the cooperation of national organizations in studying and furthering the objectives of the conference; cooperating with governmental agencies in matters relating to the follow-up program; and assisting the states in the development of state programs adapted to the needs and interests of each state.

4. That the conference request the federal agencies represented in the membership of the conference to form a federal Inter-Agency Committee on the White House Conference on Children in a Democracy, with power to add to its membership, whose functions would include: interchange of information and coordinated planning on the part of the federal agencies in matters related to the conference program; cooperation with the National Citizens' Committee; collaboration with such state inter-agency committees as may be formed, and the encouragement of cooperation between federal agencies and state agencies with which they have close relationships in carrying out the objectives of the conference.

5. That state follow-up programs be inaugurated, adapted to the special problems and circumstances of each state. In making this recommendation, the conference takes note of work already done in reviewing child welfare conditions in certain states and territories, notably Louisiana and Hawaii, preparatory to this session of the conference. Development of state citizens' and interdepartmental committees may be found to be advisable in many states; in others, different methods of organization would be more appropriate. The national citizens' committee and the federal inter-agency committee should serve the states in developing methods of organizing state follow-up work.

6. That state groups responsible for follow-up programs provide leadership to local communities which desire to organize or expand local programs for determining how children may be given more adequate care in their homes and through community services.

7. That the conference authorize the planning committee to appoint a group of five to take responsibility for organizing and calling together a National Citizens' Committee of approximately twenty-five members, representing labor, industry, agriculture, and religious, citizens', and professional interests.

8. That the finance committee of the conference be asked to explore the possibilities of financial support of the work of the National Citizens' Committee for a definite period, sufficient to provide adequate leadership and staff assistance, with funds available if possible for assistance in the development of state follow-up programs.

9. That in all states and in local communities existing organizations interested in child welfare participate to the fullest extent possible, and that national, state and local organizations stress continuity and progressive development of the services they are prepared to render.

VOICING A CLAIM FOR "ADEQUATE funds to meet the needs of children who cannot speak for themselves and do not have the vote," the report says:

"In this hour of worldwide confusion, we are gathered in our nation's capital to accept a call for action to do those things that can be done now for children and to safeguard the strong family life which is absolutely essential to our democracy, and to plan now those things that must be left for the morrow. We can present to the world a picture of a nation devoting thought and resources to building for the future. Thus, the fourth White House Conference for Children will serve the child of today and the children of the future."

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Follow-Up Begins at Home

The 1940 White House Conference on Children in a Democracy was over. Presently its members would be back home where "acceptance on the part of the people" must occur in order to achieve the conference's purpose "to use all we know for all the children." But now the members lingered, reminding each other that the conference was only a beginning of the real work ahead, and asking each other: "Just how do you mean to follow-up back home?"

BENJAMIN GLASSBERG, superintendent, County Department of Public Assistance, Milwaukee, Wis.

TEN YEARS AGO THE PUBLIC WAS NOT prepared for the doctrine put forward by this report. Now, I believe, it is. In these last years we have built up a record of being able to do something about specific conditions and I believe that we will do something with this report. But we will need to think carefully how to implement it in our various communities. In our state we have a year before the legislature meets again in which to get together and plan. I believe that the leadership must come from social workers. All power to other leaders in the campaign, but I suspect that the social workers will be the wheelhorses.

HARRY O. PAGE, commissioner, New Hampshire Department of Public Welfare.

OUR FOLLOW-UP WILL BEGIN AT HOME —with our own staff. We must measure our philosophy, our set-up and our performance and compare them with the goals that the report sets. We must find out exactly where we are in relation to these objectives, and must make them our objectives before we can go out into the state to enlist others.

DR. FELIX UNDERWOOD, state health officer, Jackson, Miss.

I BELIEVE THAT WE HAVE IN MISSISsippi both willingness and leadership to form strong state and local committees to follow up this conference, some of it immediately and a lot within five years. In twelve months we have organized the state for infantile paralysis control. Many people thought it couldn't be done, but it was. And we can do this, too. Probably because I am a "health man" I see as first steps an effort to bring up the quantity and quality of health facilities for Negroes.

CHARLES S. JOHNSON, director, department of social science, Fisk University, Nashville, Tenn.

THIS REPORT PRESENTS A GENERAL social issue in such a way that its follow-up where minority groups are concerned should not be obscured seriously by racial stereotypes. In urban centers, child welfare work among these groups is getting through the front lines of resistance. In rural areas, the crisis in agriculture is forcing change, though underneath old prejudices persist. Many intangibles will enter into the acceptance of this report in areas where minorities are a factor. But one positive result should be to give social workers in such areas the courage to institute clear policies and standards of administration and to stand by them.

H. M. CASSIDY, director, School of Social Work, University of California.

SPEAKING IN TERMS OF EDUCATION and not of social action, I should like to see this report made the subject matter of undergraduate courses in colleges and universities, its sections studied one by one with all their ramifications in American life. It might not constitute a quick follow-up but, thinking ten years ahead, I believe that it would prove itself effective.

PAUL T. BEISSER, general secretary, Henry Watson Children's Aid Society, Baltimore, Md.; president, Child Welfare League of America.

WE NEED A PAUL REVERE TO CARRY the import of the White House Conference to every village and town and most especially to the national and local agencies in the field of child welfare. The impact of this report on that field cannot now be estimated, but certainly from now on we of the privately supported agencies must adapt our philosophy, our programs and our finances to this relatively new framework that the report sets up.

CHENEY C. JONES, superintendent, New England Home for Little Wanderers, Boston, Mass.

THE CONFERENCE REPORT IS A PLATform and, as such, is useful. But folkways, not platforms, destroy or develop the potentialities of children. And folkways are not determined by platforms but by intelligence and goodwill running through and taking hold of every aspect of community life. Charts can be prepared in Washington, but the course of children in a democracy will be shaped in our neighborhoods and communities. Now that the White House Conference is over, the scene shifts from Washington to "our town." The fight for the children must be waged where the people are; not just by "us" but by everybody.

EMMA C. PUSCHNER, director, national child welfare division, American Legion, Indianapolis.

OUR FOLLOW-UP WILL BEGIN AT FOUR area conferences to be held in February in different parts of the country. At these meetings we will plan to get the report into every state conference and thence into every county and into every post. The Legion reaches into every community in the country and within a month the message of the White House Conference will be on the Legion wires.

MRS. J. K. PETTENGILL, president, National Congress of Parents and Teachers, Washington, D. C.

WE DIDN'T WAIT FOR THE REPORT TO start the follow-up. We began in the issue of the *National Parent-Teacher Magazine* which was on the press while the White House Conference was in session. The report will be a feature of our national convention in May, and will be used by our local groups all over the country. Discussion in local groups is, I believe, the most effective way to gain public understanding of the report and the acceptance necessary to implement it.

IRENE FARNHAM CONRAD, executive secretary, Council of Social Agencies, Houston, Tex.

THE BIGGEST CHILD WELFARE NEED in our city is better homes with more food in them. Our "best people" respond to the needs of children, provided that in helping them some man "who won't work" isn't helped too. We cannot expect these people to agree right off to all the implications of this conference report, but they will agree that children ought to have a better chance, and if we start from there we shall be able to go forward. We mean to make the report a study project of the Council of Social Agencies, drawing in board members, laymen and social workers. It will stretch the horizon for all of us.

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The Common Welfare

The Security of the Child

UPON the security of the family depends the security of the child—this was the strand that held together all discussions of the White House Conference on Children in a Democracy. Less than a week after the conference adjourned, the WPA division of research released a statistical reminder of the thousands of families in this country living in nerve-wracking insecurity if not in want. The report is based on interviews in twenty-three cities with 138,000 of the 775,000 WPA workers dismissed last summer because they had been on the rolls for eighteen months or longer. The results show that by November less than 13 percent had secured private employment—no more than the usual 100,000 a month who regularly leave WPA for private industry.

Well over half the dismissed workers had returned to WPA or direct relief. Nearly 55 percent of those "lucky" enough to find private jobs were making less than their former WPA wage. The average weekly earnings of all those with private employment was $17.22. One fifth were making under $10 a week. A study of the average income of all the dismissed—employed and unemployed—with the exception of those returned to WPA, showed an average weekly income of $8.23. In ten cities the average income was less than $5. In Jacksonville, Fla., it was $2.50.

Though 28 percent of the dismissed were reported to be on "local relief," in several of the cities—usually in the South—this consisted only of federal surplus commodities. In Birmingham, Ala., 60 percent of all the "furloughed" workers were totally dependent on surplus commodities. In Omaha, Nebr., the surplus commodities reported as the sole source of income for 16 percent of the dismissed workers included only flour, apples and onions.

While the White House Conference has been formulating its high standards for children in this country and while the WPA division of research has been putting together its picture of conditions as they are, indications have been growing that Congress is again about to wield the economy axe. If it falls on the work relief program it may crack the very foundation of any effort to save the nation's children in and for democracy.

Organized Investors

TAKING a leaf from the experience of miners, bankers, carpenters, retailers, and so on, a group of investors have formed a union to protect their own interests. The need for such a union has been urged by William O. Douglas, former head of the SEC, now a U.S. Supreme Court Justice, by Roger Babson, and other special students of finance, who have pointed out that the average stockholder or purchaser of insurance puts his money into enterprises of which he knows little or nothing, that the information offered him often is vague and incomplete, and that he has practically no voice in the company's affairs.

Sponsors of the American Investors Union, Inc., a non-profit membership organization set up under the laws of New York, include A. A. Berle, Jr., last chamberlain of the City of New York; Evans Clark, director of the Twentieth Century Fund; Prof. Paul H. Douglas, of the University of Chicago; Herbert W. Elliston, financial editor of *The Christian Science Monitor;* E. C. Lindeman of the New York School of Social Work; Paul Blanshard, former commissioner of accounts, New York City; Judge Robert W. Kenny of Los Angeles; Professors Milton Handler and Goodwin Watson of Columbia University. Bernard J. Reis, certified public accountant, is executive director, with headquarters at 10 East 40 Street, New York.

The new organization announces a four-fold program: first, safeguard the present security holdings of members through analysis of annual reports and financial statements of companies in which members have a stake, and study of such corporate steps as dissolution and merger propositions, change in management, and so on. Second: guidance of members in purchase or rejection of new securities or savings plans through analysis and evaluation of the voluminous technical reports which must be filed with the SEC covering every new securities issue. Third: representation for security holders on boards of directors, where that is desirable, and as proxy for members in stockholders' meetings. Fourth: vigilance in the field of legislation, to protect the investors' interests. As rapidly as possible, the A.I.U., which has a modest membership fee of $3 a year, will build up a staff of legal, economic and accounting experts "who will have obligations toward no one but the membership."

The Dies Committee

ONE of the ablest studies of the work of the Dies Committee to date is that made for the American Civil Liberties Union by a special committee of the board of that organization, headed by Raymond L. Wise, a former Assistant U.S. Attorney in New York City. The report, made public by the Union in mid-January, is based on analysis of the 4200-page printed record, and a review of the press comment on this much publicized investigation.

The Civil Liberties group finds that the Dies Committee has brought together "information which is important and to which the American people are entitled" as to "movements in the United States which are inimical to democracy." Further, as a result of the Dies investigation, "citizens will scrutinize more carefully the activities and purposes of groups which they join or to which they lend their names or sponsorship."

But over against these pluses, the report finds that the Dies Committee record includes a long list of minuses—among them, the misuse of its power to grind political axes; public condemnation of persons and organizations before they had a chance to be heard; acceptance of testimony consisting of "guess, hazard, unsupported information"; broadcasting of charges "which would be slanderous except for the probable congressional immunity." In short, "in its efforts to expose the enemies of democracy it [the committee] has frequently resorted to methods which endanger the democratic process." These glaring faults of the Dies investigation this report lays to "the distorted, unfortunate and most unusual procedure adopted by the committee in the conduct of its hearings."

The Civil Liberties report recommended the discontinuance of the Dies Committee, and suggested the continu-

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ance of the investigation by "a non-political fact-finding commission, or by the Senate and House jointly." The House has adopted neither course. A third section of the report offered plans by which, even under its vague enabling resolution, the Dies Committee itself might define its task, and outlined the sound and usual procedure of a congressional investigation. Along these lines the Dies Committee might work in the American spirit, and without further endangering democratic institutions and practices.

The Children's Crusade for Children

EVERY American child is to have a child's size chance to do something for the most harassed children in the whole world. That is the meaning of the Children's Crusade for Children which takes place the last week in April.

First there is to be a preliminary campaign of radio, movie, newspaper and magazine publicity. Within the schools themselves regular classes will focus on what Americans have to be thankful for, to work for. Then, when April comes, every child in the elementary grades and highschools will be asked to deposit one cent, or better as many pennies as he is old, in the mite-box placed in his school as his contribution to a nationwide fund for exiled children everywhere—Chinese, Polish, German, Spaniards, Austrian, Czech, Finnish.

The indirect beneficiary will be the American child who participates. He will be living a lesson in patriotism—of what it means close home to be free and safe under his own flag; of what good neighborliness means when stretched from the backyard fence to overseas children, very like himself, who have been carried from their homes by war and persecution.

This modern children's crusade, which takes its name from the child pilgrimages of the Middle Ages, is backed by an all-American list of sponsors. These include educators, among them Angell of Yale, Conant of Harvard, and ex-President Neilson of Smith. Justice Felix Frankfurter is one, Dorothy Canfield another, and so are Helen Hayes, Walter Damrosch, Caroline Woodruff, ex-president of the National Education Association. The proceeds will be distributed among existing refugee committees—Catholic, Protestant, Jewish and non-sectarian—by a jury of five, including Mrs. Roosevelt, Monsignor John A. Ryan and William Allen White.

Adults everywhere, social workers among them, can help too. Administrative expenses are already provided for. The need is to stir widespread, favorable interest in the crusade as a disinterested, non-partisan and patriotic adventure. For details, write the director, Children's Crusade for Children, Empire State Building, New York City.

Scholars in Exile

TO scholars who have suffered totalitarian persecution, academic freedom means responsibility as well as high privilege. So writes Dean Gerhard Colm, in his report covering the second three-year period of the Graduate Faculty of Political and Social Science in the New School for Social Research, New York City, better known as the "University in Exile":

> The scientist who claims the right of academic freedom must combine in his scientific tasks the qualities of a sovereign with those of an obedient servant. In his work he must yield to no command, not even to the command of his own desires. In so far he must be sovereign. But he must be obedient to the subject matter with which he deals. This subject matter would lead nowhere if it were blind obedience. The subject matter of science is partly determined by the way in which problems are posed and the validity of all our studies depends on posing the right questions in the right way. Here is rooted the great social responsibility of the scholar. He must select such vital and realistic problems that his reasoning may provide answers which can be used for the constructive purposes of society.

The record of their teaching and writing, their contributions to learned societies and to other campuses, their public service as advisers and consultants are eloquent evidence as to how effectively the members of the University in Exile implement this concept.

Organized by Alvin Johnson in 1933, the Graduate Faculty now includes twenty-three scholars—three Austrians, two Italians, one Spaniard, seventeen Germans. The student body has grown from 153 in its first term to 426 in the fall term this year.

Senator Borah

IN tribute to the memory of this great American, *Survey Midmonthly* can find no words so fitting as those set down by Senator Borah's lifelong friend and fellow-westerner, William Allen White of Kansas:

> Here was a righteous man who was wise and unafraid, who followed his star, never lowered his flag and never lost his self-respect. His greatness was purely personal. He may have no lasting fame like Webster's, though Borah was greater as a human being. Borah will have no heartbroken followers like Blaine, who held men through their affections and when they died left Blaine unknown and unhonored. Borah will live in our history as a strange and noble figure who lived most simply and by his very simplicity took on the elements of grandeur. He was a statesman only so far as he was an honest man who dedicated his talents to his country's good, as selfless as ever a man had been in American public life. If that is greatness, he is entitled to don his memorial bronze and live among the immortals of his generation.

And So On . . .

ANOTHER effort is under way, strongly supported by social workers, to bring employes of non-profit charitable and educational organizations under the protection of the old age and unemployment benefit provisions of the Social Security Act. A bill (HR 8118) now before Congress to amend the act to this effect, specifically excludes "services performed [by persons] in the employ of any church, synagogue or other institution devoted exclusively to services of worship." Thus the present bill would avoid the objections of church groups whose opposition to a similar measure last year was held responsible for its defeat. • • • Congress passed but the President vetoed the Jenkins bill which would have restored to Ohio the October 1938 federal contribution to old age assistance withheld by the Social Security Board because, it claimed, the program was being used for political purposes. Had the bill been enacted, as it would have been but for the President's veto, it would have dealt a staggering blow to the authority of the board in maintaining standards of administration. • • • The United Mine Workers are celebrating their fifty years of notable union growth and activity with a "Golden Anniversary" issue of their *Journal*, and special observances at their convention, meeting in Columbus, Ohio, where the first convention was held in 1890.

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The Social Front

About Hospitals

IF some people had their hopes of early adoption of the National Health Program dashed by press reports of the President's "rejection" of the Wagner health bill as too costly, others found in his substitute hospital construction program a practical means of getting some sort of a health program under way. Under the plan, hospitals and medical centers would be constructed by the federal government in communities where they are lacking. Though the federal government would retain title to the buildings, they would be turned over to local communities for management. Selection of localities to be benefited by the project would be made by a committee of doctors and would be based on the existence of need. However, no hospital would be built until a committee of medical experts, managers and public health officials was convinced that the community was capable of operating it. The money for construction would be furnished by the PWA, and WPA labor would be used whenever possible. According to the plan, which the President submitted to Congress on his birthday, the project would begin modestly with the erection of about fifty small institutions at a cost of $150,000 to $200,000 each. Two days after the President's message, a bill to carry out his $10 million program was introduced into the Senate by Senators Robert F. Wagner and Walter F. George. The hospital program has received the enthusiastic endorsement of Dr. Morris Fishbein, editor of the *Journal of the American Medical Association* and Dr. Nathan B. Van Etten, president-elect of the AMA, vigorous opponents of the Wagner health bill.

Shovel Leaning—Three of the most modern hospitals for the treatment of infantile paralysis and other crippling diseases have been made possible through the cooperation of local communities and the WPA. They are at Hot Springs, N. M., at Milton, W. Va., and at Knoxville, Tenn. The WPA work at the Clara Tingley Hospital at Hot Springs included the installation of the first iron lung in the Southwest. In Milton, the Morris Memorial Hospital, designed to meet the post-operative needs of crippled children and to provide facilities for necessary surgery, is the result of a WPA project begun after a local philanthropist deeded his farm and homestead for the care of West Virginia's crippled children. The project at Knoxville was sponsored jointly by the American Legion, the Shrine and Knox County. It includes a therapeutic pool, a violet ray room, dietetic kitchens, a school room and glass examination rooms.

Care for Nurses—A hospitalization plan for nurses has been developed by the Harmon Foundation for the Advancement of Nursing. In addition to hospital care it provides for fees for a private nurse, a surgeon and medical treatment either in or out of the hospital.

In the Future—A diagnostic clinic similar to those at Johns Hopkins Hospital and the Mayo Clinic is planned for Christ Hospital in Cincinnati, according to an announcement made at the hospital's golden jubilee dinner. The board of trustees has set aside $100,000 to carry out the plan which was the deathbed wish of the late Dr. John M. Withrow, former president of the hospital staff. . . . The New York State Department of Mental Hygiene is planning to build a new hospital for mental patients to adjoin the site of the Pilgrim State Hospital in Brentwood, L. I. Construction of the first unit, which will have a capacity of 2300 beds, will begin in the spring.

Insurance Plans—The last half of 1939 witnessed a drop in the total number of persons enrolled in hospital care plans approved by the American Hospital Association. While in July the figure stood at 4,032,000, in October it had fallen to 4,013,000. Main reason for the slump in membership was the erasing of seven plans from the approved list; another, the elimination of individually enrolled subscribers from the Associated Hospital Service of New York. All approved plans, with the exception of the New York plan and one other, experienced a growth in membership during the period. Pittsburgh added 23,000 to its membership; Cleveland, 18,000; Minnesota, 16,000; Detroit, 14,000; New Haven, 11,000; Buffalo, 11,000.

First Report—Studies on seven major projects are described in the recently published first annual report of the Hospital Council of Greater New York, an independent planning agency composed of representatives from nineteen community organizations and the city government. (See *Survey Midmonthly*, September 1938, page 391.) Included in the council's projects during its first year were considerations of the question of tax payments for the care of the sick poor in voluntary hospitals and of the request of 150 Negro physicians for additional voluntary hospital service affording staff affiliations for Negro doctors. Both of these problems are still the subject of the council's deliberations. Other projects involved problems of individual hospitals and already have resulted in definite recommendations.

Hospital Libraries—A library organized by the Junior League of Louisville, Ky., for the city hospital, now boasts 1650 volumes and is firmly established with a paid worker from the city library. Volunteers serve as circulation librarians. The hospital supplies the room and furniture, the league the book shelves, decorations and book carts. Books are solicited both by hospital staff and volunteers.

Grants—The John A. Andrew Memorial Hospital at Tuskegee Institute in Alabama recently received $165,000 from the National Foundation for Infantile Paralysis to build and equip a new unit for crippled children. In addition to its infantile paralysis work, the hospital will continue to offer a general service to crippled children. . . . Another grant made by the foundation was to Grasslands Hospital in Westchester County, N. Y., which received $7500 to continue its search for a method of controlling the effects of infantile paralysis. . . . An anonymous gift of $10,000 to be used for research work in cancer during 1940 was recently made to St. Luke's Hospital in New York City.

Relief and WPA

FEDERAL relief agencies spent $11,776,501,569 between April 1935 and January 1940 according to President Roosevelt's report to Congress. Of the $12,930,201,033 appropriated since 1935 for relief and other emergency purposes, an unexpended balance of $1,699,464 remains. Largest percentage of expenditures were under WPA which disbursed $7,412,857,674 or approximately 63 percent of the total. Next came the defunct FERA responsible for $934,166,889. Most expensive fiscal year was that ending June 30, 1936, when $2,898,716,470 was spent. For the first half of the current fiscal year—ending June 30, 1940—$872,212,975 has been spent.

No Crisis—Among the cities where flagrantly inadequate relief has become so chronic that it gathers none of the nationwide attention of the sensational "relief crisis," is St. Louis where no family is eligible for aid unless its position is

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"desperate." Though the Missouri State Social Security Commission has never defined the term "desperate," it is usually interpreted to mean a situation in which there is a critical health condition or in which the family already has been evicted. The result is that the general relief case load is composed almost entirely of unemployables. Though the WPA exists to take care of the employables, here again definition of terms plays havoc with human lives. To the WPA a person who cannot use a pick and shovel is "unemployable"; but to the general relief authorities, he is not "desperate" if he can do "light work." St. Louis, with a population of more than 800,000, has a general relief case load of only 6100, the lowest among cities of comparable size and third lowest of all cities over 300,000. But no long lines form in front of the city relief offices for the reason that the ineligibles have had their status fairly well dinned into them. The only telltale marks of what is happening are contained in clinic and health agency reports whose cold statistics are indisputable evidence of widespread malnutrition. Says one disturbed citizen of St. Louis's relief situation: "No matter what we may manage to do tomorrow to alleviate it, its effects of broken bodies and broken minds will be with us for years to come."

National Study—A study of the public welfare situation throughout the nation is being undertaken by the American Association of Social Workers which has requested information from all its chapters in regard to recent legislation, adequacy of relief, and other welfare policies. Said Walter West, AASW executive secretary, in announcing the project: "There are indications that certain states and localities are following the lead of the federal government in refusing to take responsibility for direct relief which is the only resource of thousands of unemployed."

Floaters — Settlement laws, relief "floaters," and the whole question of the inequality of grants resulting from the system of local responsibility for relief, have been brought to the public eye by recent developments in Westchester County, N. Y. There the local relief authorities are attempting through court action to "deport" to their home communities several dependent families who did not have legal settlement when they first applied for relief. Though the resultant publicity has brought jobs to three members of one of the families so that it is now self-dependent, the county as yet has not dropped the case. The family has promised to repay its relief in full, but county authorities have expressed the fear that it may in future again become dependent. The court already has ordered the eviction from the county of a widow with two children who gave up a job in New Jersey before coming to the New York locality and applying for relief. In the meantime, the Westchester County board of supervisors is drafting proposed state legislation to require a family to have been self-supporting in the state for five years in order to be eligible for "permanent" relief.

When at War—Grim is the opening note of the annual review of the Canadian Welfare Council, recently released under the title "Action on the Home Front," which accepts the Prime Minister's assumption that the function of social welfare organization is to "protect the home flank" so that economic forces of the country may be more adequately mobilized for war. With this bit of "patriotism" off its chest, the report goes on to an analysis of the unemployment relief situation in Canada. Though figures indicate an appreciable reduction in relief recipients, it appears that this is not due wholly to the "opportunities for employment and enlistment" brought by the war but in part to improved agricultural conditions in the provinces of the West. However, in the East the direct relief loads have increased because of the cessation of heavy works projects. In the two provinces of Ontario and Quebec there are approximately 400,000 receiving aid.

The report notes a definite downward trend in the number of migrants receiving aid, and cites as reasons for this the heavier crop in the West, enlistments, and the "special guarding of bridges and railheads, necessitated by war." The recurrent theme of the report is, however, that in spite of the margins which have been or will be "sopped up" by war activity there will remain in Canada a "solid core of half a million needy." These are concentrated in the urban areas and are made up largely of unskilled and semi-skilled laborers and their families. The report spends many pages in apologetic answer to those who believe that the unemployed should prefer to shoot Nazis than to accept relief. Many of them, it points out, have volunteered, but rejections on physical grounds among the dependent groups have been as high as ten or twelve to one acceptance.

C. M. BOOKMAN

When the Cincinnati Community Chest observed its twenty-fifth anniversary last month it celebrated also twenty-five years of the service of its executive vice-chairman, C. M. Bookman. No one knows how many other posts have been offered him during those years —"Book" himself has lost count— but nothing has been able to lure him away from Cincinnati. "I'm a one-town man," says he. Native of Ohio, he entered social work by way of the Columbus Council of Social Agencies. A past president of the National Conference of Social Work and of Community Chests and Councils, Inc., he rendered outstanding service as a consultant and committee member at Washington throughout the stresses of the nineteen-thirties, bringing organic and constructive qualities to what can rightly be called human statesmanship — not a "one town" but a whole-nation man.

Turnover—New Jersey statistics for last September and October show that nearly the entire employable general relief case load was replaced within those sixty-one days. During the period, the status of 46,198 cases was changed. Approximately 60 percent of the changes were due to loss or gain of WPA employment.

For the Crippled—The growing acceptance of public responsibility for the education of crippled children to a great extent can be traced to the impetus given the movement since 1933 by the successive federal work relief programs, according to Allen Sherman of the WPA division of information. Numerous public day schools for crippled children have been built as relief projects and many of them have been staffed or partly staffed by the WPA Emergency Education Program. Some of the most recently built are at Canton, Mass., Jersey City, N. J., Indianapolis, Ind., Dayton, Ohio.

Among the outstanding projects of the Emergency Education Program for crippled children was the one-man music project operated at the Michael Dowling School in Minneapolis. Here a WPA music instructor exercised his ingenuity in designing devices to make it possible for crippled hands and feet to manipulate strings, keyboards or foot pedals. The result was an orchestra of crippled children which had therapeutic as well

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as esthetic value. This project, however, went down in the general curtailment of WPA white collar programs.

In Print—"The Humane Side of a Relief Crisis," a mimeographed report issued by the Cleveland chapter, American Association of Social Workers, describes actual cases of the hardship and deprivation suffered by Cleveland's unemployed during the city's recent relief crisis. (See *Survey Midmonthly,* January 1940, page 14.) The material, assembled under the direction of Dorothy Kahn, contains reports of individual cases of distress coming to the attention of other welfare agencies during the relief crisis and the results of investigation of 200 individuals and childless couples whose relief had been cut off.

Among the States

SEVEN state legislatures convened in regular sessions in January. They are those of Kentucky, Mississippi, Rhode Island, New Jersey, South Carolina and Virginia. Louisiana's law-making body, the only other one scheduled for a regular 1940 session, will meet in May. Many special sessions are expected, however, to enable states to comply with recent congressional changes in the Social Security Act.

According to the Public Administration Clearing House, three states, South Carolina, New York and New Jersey, may discuss merit rating plans for unemployment compensation laws. Mississippi, California and Illinois (special) are the only states expected to pass legislation to bring old age assistance up to the $40 toward which the federal government will contribute. Virginia is planning to consider several aspects of its penal system, including the substitution of a straight salary for sheriffs in lieu of fees, and possibly a law requiring premarital health examinations.

In 1939, forty-four state legislatures met enacting a total of 653 laws in the field of public welfare—exclusive of unemployment compensation laws.

Michigan's Law—"A discredit rather than a credit to the state" is the final judgment of Arthur Dunham, social welfare professor at the University of Michigan, on the state's reorganization act of 1939. Mr. Dunham's judgment is stated in his analysis of the law recently published by the Michigan Conference of Social Work, 512 Olds Tower Building, Lansing. (Price 75 cents.) The opinion is based mainly on the failure to produce a real integration of public welfare administration within the state. Some of the faults: lack of state supervision over standards of personnel and administration for the distribution of general relief for which the state provides half of the funds; the continuation of the use of the township as a unit of relief administration thus perpetuating the old "poor relief" distinction between county and township poor; the failure to abolish mothers' pensions thus leaving the state with two forms of aid to dependent children; the violation of "one of the most elementary principles of sound organization" through the setting up of two coordinate executives; leaving the hospitalization of sick children up to the probate court rather than to a relief administration agency; the failure to consolidate soldiers' and sailors' relief with general relief.

Against Aliens—In spite of the recent revision by a United States district court holding unconstitutional the Pennsylvania law requiring aliens to register, three other states have alien registration laws. These are North Carolina, Massachusetts and New York. The New York law gives permissive power to require registration of aliens whenever "a state of war exists or whenever in the judgment of the government, public safety requires such action."

Merit System—Out of 1700 persons recently examined for positions on county social security staffs, the Michigan Social Welfare Commission chose forty-eight who ranked first on "eligibility rosters," sixteen who ranked second, twelve who ranked third.

Citizenship Rush — In Pittsburgh, Pa., 1939 ended in a mad rush to meet the January 1 deadline laid down by the alien restrictions in Pennsylvania's public assistance law. [See *Survey Midmonthly,* October 1939, page 316; January 1940, page 21.] During December, 10,440 declarations of intention to become a citizen were filed in the city; nearly 1000 on December 29.

Cooperation—Data on payments of old age and survivors insurance is to be furnished to New York State relief authorities by the Social Security Board, according to a recent announcement by the State Department of Social Welfare. A program for the exchange of information is being worked out by the federal board and the state department.

Trends—"Working Toward Social Security," the biennial report of the Washington State Department of Social Security, shows that the total number of public assistance recipients in the state were 29,733 more in March 1939 than in April 1937. Largest increase was in cases of medical and institutional care, the numbers of which rose from 10,850 in April 1937 to 27,961 in March 1939. Next largest increase was in the number of old age assistance recipients which went up from 30,685 to 37,617. Although the number of general relief recipients had risen from 73,850 in April 1937 to more than 122,000 in January 1938, by March 1939 the number had gone down to 79,000. The 12,936 cases of aid to dependent children represented a decrease of 544, the only type of assistance to show a drop between the April 1937 and March 1939 figures.

In Print—"State and Local Public Welfare Agencies" by Marietta Stevenson and Alice MacDonald, published by the American Public Welfare Association, is a revise of two earlier APWA publications: "Some New or Reorganized State and Local Departments of Public Welfare," 1936; "New State and Local Departments of Public Welfare," 1937. The new publication analyzes in outline form the public welfare set-ups of the forty-eight states and includes citations of the laws on which they are based. Price 60 cents from the APWA, 1313 East 60 Street, Chicago. . . . "Social Welfare Laws of Connecticut, Revised as of 1939," recently issued by the State Public Welfare Council, brings up to date previous compilations of the state's welfare legislation. The appendix contains opinions of the attorney general. From the council, Hartford.

Education

THE public schools of Toledo, Ohio, reopened on January 2, after having been closed since November 23 because of financial problems. For three years the Toledo schools have had inadequate income, and at the time of the forced closing, the operating deficit amounted to about $1,000,000. Teachers are employed at 12 percent less than their normal salaries, and the superintendent of schools has stated that even with the savings due to the six weeks vacation it probably will be necessary to cut salaries still further and to eliminate some educational services. The root of the difficulty is a provision of the Ohio constitution under which a board of education cannot levy taxes for schools beyond a 10-mill limitation without a vote of the people. Both Dayton and Springfield also have found it impossible to maintain their public school programs under this limitation. During the six weeks when the Toledo schools were closed, churches, community centers, Christian Associations, women's clubs, Boy and Girl Scouts, the Museum of Art, cooperated in special plans to keep the children interested and happy. The museum also offered morning art classes three days a week for public school teachers.

Religious Education — Highschool credit for Pittsburgh girls and boys who attend classes conducted three hours a

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week in the church or synagogue of their own or their family's choice is the experiment being tried by the public school authorities of that Pennsylvania city. Pupils who elect religious education must also attend the religious services of their church or synagogue "for at least 75 percent of the fifty-two weeks of the year." The religious authorities will determine the course of study, Ben G. Graham, superintendent of schools, states, and the head of the church will certify to the principal of the highschool that the pupil has completed the year's work to the satisfaction of the church authorities. The plan goes into effect this month.

Picture Book — "The New York Primer," a pamphlet of forty-four pages and fewer than 500 words, covers the chief findings and recommendations of the fifteen-volume report of the Regents' Inquiry into the Character and Cost of Public Education in the State of New York. [See *Survey Graphic,* November, 1939, page 687.] This "picture book for the more easy understanding of New York's school problems" was prepared by Luther Gulick, director of the Regents' Inquiry, and Rudolf Modley, executive director of Pictorial Statistics, Inc. Following the plan of the "New England Primer," used in New York schools between the era of the horn-book and McGuffey's Reader, "The New York Primer" has a chart or picture on each page with about twenty words of explanatory text. Price 25 cents from the Inquiry, 261 Broadway, New York.

Study Center—A permanent center for Latin-American studies has been established by the University of Denver "so that a better understanding between the American nations may be forthcoming through better education." A number of university departments, including anthropology, art, economics, literature, history, international relations, political science, Romance languages, will cooperate in courses and seminars dealing with the life, languages, arts, history, geography, archeology, and present-day relationships "of the nations south of the Rio Grande."

Teachers As Citizens — Affecting teachers in more than 500 colleges, the Association of Colleges meeting in Philadelphia last month adopted by an overwhelming vote a statement laying down broad principles of behavior for the individual faculty member and defining "academic freedom." The action was the aftermath of a heated debate at last year's meeting in Louisville which caused the postponement of final action on the report prepared by the association's commission on academic freedom and academic tenure, of which President Henry M. Wriston of Brown University is chairman. The report, as adopted this year, had been revised at some points. The section arousing the most discussion reads: "The college or university teacher is a citizen, a member of a learned profession, and an officer of an educational institution. When he speaks or writes as a citizen, he should be free from institutional censorship or discipline, but his position in the community imposes special obligations. As a man of learning and an educational officer, he should remember that the public may judge his profession and his institution by his utterances. Hence he should at all times be accurate, should exercise appropriate restraint, should show respect for the opinions of others, and should make every effort to indicate that he is not an institutional spokesman."

The section on "academic freedom" holds that "the teacher is entitled to freedom in the classroom in discussing his subject, but he should be careful not to introduce into his teaching controversial matter which has no relation to his subject."

Record and Report—The recommendations adopted in October by the American Youth Commission of the American Council on Education are now available in a pamphlet, "A Program of Action for American Youth." They include specific recommendations on employment, health and education. From the Commission, 744 Jackson Place, Washington, D. C. . . . A statement on educational policy in this country as related to the European war and American neutrality has been formulated by the Educational Policies Commission of the National Education Association and the American Association of School Administrators. Price 10 cents from the Commission, 1201 16th Street N. W., Washington, D. C.

In the Libraries

THE Council of the American Library Association has formulated a statement, "Libraries and the War in Europe," urging libraries to encourage and facilitate reading not only on democracy but on other political philosophies. In the view of the council, "Propaganda should not be feared and avoided so much as confronted with evidence and informed interpretation."

The Current Scene—Many libraries have sent to the American Library Association, 520 North Michigan Avenue, Chicago, reports of projects designed to encourage informed and constructive thought and action by American voters at this time. Thus the Des Moines, Ia., public library recently suggested to voters in that city: "Your letter is more powerful than your ballot. Tell your Congressman what you think about neutrality, defense, European affairs, child labor, other current issues." A large bulletin board in the library displayed a map of Iowa showing congressional districts and names of representatives. A poster gave the correct form of address in writing to a Senator or member of the House. Book jackets called attention to timely discussions of public questions.

In Gary, Ind., the library has organized a series of weekly forums to discuss an outstanding event of the week, with a recognized authority on the subject as leader and ample opportunity for questions from the floor.

A local professor of history is cooperating with the Billings, Mont., library in a program of propaganda analysis.

More Service—Library enthusiasts in Kentucky, Mississippi and Virginia will seek state aid to improve library service in those states during 1940 legislative sessions.

In Louisiana, popular response to regional library service established in Grant, Jackson and Winn parishes with the aid of state grants has been so enthusiastic that additional rural libraries have now been established in six more parishes.

Forty states now have statewide WPA library projects, reaching more than two million persons formerly without book service. Sponsors have made it clear that this public library will be continued beyond a demonstration period only if readers value it sufficiently to give it local support. The American Library Association reports that such support is forthcoming in a growing number of places.

Children's Books—Basing its conclusions on a nationwide survey of librarians, and the replies of 1000 Chicago school children to a questionnaire, the American Library Association reports that today's children are less interested in fairy tales and story books than in factual reading. Children in the second, third and fourth grades want stories about animals, "but not about animals that talk." Children above these levels voted for books of history, biography, and vocational information. Of the children replying to the questionnaire, 91 percent stated that they like to read the Bible and Shakespeare. Most of the children of all ages are more attracted by bright colored book jackets than by illustrations. The only exceptions in favor of fairy tales and the "childhood classics" were such books as "Snow White," "Heidi," "The Wizard of Oz," and "Ferdinand," which have been made into movies.

Housing—"Newark Rehouses" was the subject of a January exhibit at the Newark, N. J., public library, arranged by students from the New Jersey State Teachers College. The exhibit included

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graphs, charts and photographs dramatizing the housing problem and emphasizing the need for improved housing in industrial areas, and plans for the Nesbitt Street project in Newark.

The Washington, D. C., public library sponsored a contest among camera fans in the city to procure pictures of good and bad housing in the District of Columbia. A display of the pictures aroused interest in housing legislation.

Record and Report — "Books for Young People, 1940" just published by the New York Public Library is a reading list based on "the interests of the younger highschool boys and girls." Price 25 cents from the New York Public Library, Fifth Avenue and 42 Street, New York City. Room 102. . . . "Books for Adult Beginners," compiled by the staff of the Readers' Bureau of the Cincinnati Public Library, is a carefully graded and annotated book list, with an introductory essay on The Problem of Reading Materials for Adult Beginners by John Chancellor. Price 65 cents from the American Library Association, 520 North Michigan Ave., Chicago.

Workers and Jobs

THE problem of the older worker is recognized in a contract recently signed by representatives of the New York Electrical Contractors' Association and Local 3 of the International Brotherhood of Electrical Workers, an American Federation of Labor affiliate. Under this contract, which covers about 6500 electrical construction workers, one union member over the age of fifty-five must be included in every group of ten workers. The agreement also sets up a joint committee of six, three workers and three employers, to devise a pension program for electrical workers between the ages of sixty and sixty-five. The union has a pension system of its own which provides benefits of $42 a month for workers over sixty-five. This now will be supplemented by old age insurance provisions of the Social Security Act.

Job Dictionary — A compilation of nearly 18,000 occupations, giving the various names by which each job is known and a brief description of what it involves, will soon be released by the U. S. Employment Service to the cooperating state agencies. The new "dictionary" is based on more than 54,000 job analysis schedules giving detailed descriptions of jobs in American business and industry as observed in actual operation by trained analysts. It is expected that the publication will be used widely in local employment offices and in other fields where exact occupational information in compressed form is needed. [See *Survey Graphic*, July 1938, page 395.]

Labor Boards—The fourth annual report of the National Labor Relations Board shows that during the fiscal year 1938-9 the board had before it 10,682 cases involving nearly 2,500,000 workers. Of these cases, 6569 were closed, over 84 percent of them (5534) without formal action. Only about 16 percent of the closed cases involved formal proceedings, 292 of them settled, dismissed or withdrawn without the necessity of a board decision, 743 after board decisions or orders had been issued. Of these 743 cases, 188 were closed by compliance, as compared with 29 cases for the preceding year. The NLRB brought about the reinstatement of 7738 workers who, it found, had been unfairly discriminated against, and the payment of $658,523 in back wages to 3063 workers. In elections ordered by the board to determine employe representatives, 88 percent of the eligible workers participated. . . . Some cities, notably Toledo, Ohio, and Newark, N. J., have established citywide agencies to help settle local labor controversies. An admirable summary by William Nunn (*Monthly Labor Review*, November 1939) shows cases mediated by the Newark Labor Relations Board from October 1937, to July 1939. In this period the board functioned in 106 disputes involving 3761 workers, and in 49 strikes, involving 5195. The chief cause of friction was not wages and working conditions but the question of union recognition, including discrimination against active union members. (Available from the Newark Board, Room 304, City Hall, Newark, N. J., a mimeographed "reprint edition" of its first annual report, giving details of organization and procedure. The second annual report will be published shortly.)

Silicosis—The effect of silica dust on the inhabitants of the tri-state zinc and lead mining areas of Missouri, Kansas and Oklahoma is reported by the Tri-State Survey Commitee of New York (100 Fifth Ave., New York City) which has made a two-year study of the district. The "chat" dust, which is heaped up near the mines and contains a high percentage of silica, blows widely and is breathed not only by miners but by all residents, including school children. About 100,000 people live in the area. The report cites public health figures showing that in Ottawa County, Okla., within the mining region, adult male deaths from tuberculosis (the characteristic end result of silicosis) are five times as high as the national average, and almost ten times as high as in other parts of Oklahoma. Medical care is below the national average in this region of low wages and broken employment. Workmen's compensation in Kansas and Oklahoma does not cover silicosis; the law in Missouri is elective, not compulsory.

Blackstone Studio

SOPHIA M. ROBISON

Lucky is the National Council of Jewish Women in its success in luring Sophia M. Robison from the Welfare Council of New York City to serve as its executive secretary. Unlimited space would be needed to list all of Mrs. Robison's qualifications for heading the socially conscious, 60,000 membered organization. Just for example, she passes her spare time acting as instructor in the education department of the College of the City of New York, as instructor at Hunter College, as lecturer at the New School for Social Research, as a director of the Labor Club of New York City, of the Conference on Jewish Relations, of the Southern Summer School for Workers in Industry. At the Welfare Council she was in charge of the division of neighborhood statistics.

Working conditions which exposed them to dust containing metal particles was one of the issues in the strike of workers of the Harbison-Walker Refractories Company, East Chicago, Ind. After meeting with representatives of management and of Local 12,120, District 50, United Mine Workers, State Labor Commissioner Thomas Hutson stated: "I wish it to be understood that the dust issue is no longer an issue in these negotiations for a contract. The State of Indiana will insist that the working conditions in this plant shall be corrected," the changes in equipment and operation to be based on a survey of the plant by accredited engineers. The labor commissioner's support of the union demands on this point was based on evidence showing that there have been thirty-five attested deaths from silicosis in the working force in the last twelve years; that the company has evaded the state occupational disease law; and that the company had in thirteen cases re-

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fused to pay compensation to widows of silicosis victims.

Social work and labor groups are taking a leading part in the drive to increase workmen's compensation benefits for silicosis and other dust diseases in New York State. The effort to correct the discriminatory measure, passed in 1936, has twice been defeated. Meanwhile, it is reported that during the first three years of operation under the 1936 amendment, only seventy-nine silicosis cases were closed, with awards totaling $99,594. The American Association for Labor Legislation points out that other states, notably Wisconsin, Massachusetts and California, provide full compensation for workers permanently disabled by dust diseases.

Workers' Service—The activities of workers' education under WPA have been reorganized as a workers' service program and brought directly under the professional and service division. Under the direction of Hilda W. Smith, who for six years had been in charge of workers' education in FERA and WPA, the new program, through its projects in the states, will cooperate with labor groups in supplying leaders from various WPA professional and service units. In addition to the assignment of WPA teachers, leaders for recreational activities, research workers, writers, musicians, artists, librarians, and nurses also will be available. Statewide projects with official sponsorship may be established with the approval of the state administrator. Application for services should be submitted to the state professional and service director of the WPA.

Restaurant Wages—A minimum cash wage of 20 cents an hour for waitresses in New York City and 18 cents outside the city, plus adequate meals and uniforms, is recommended by New York State's Restaurant Minimum Wage Board for women and minors in the industry. The board is the fifth set up under the state minimum wage law of April 1937. The board recommends that all other restaurant workers receive not less than 29 cents in the city, 28 cents outside. These minima, the board holds, should be increased so that within twenty-one months the rates throughout the state will be 20 cents for waitresses, 30 cents for other restaurant workers. Employers who do not provide meals for their workers must pay an additional 6 cents an hour, and those who do not provide and maintain uniforms must also pay extra. Public hearings to discuss the findings of the board will be held in several cities before a wage order is issued.

Record and Report—Leigh Athearn, labor relations counsel of the California Relief Administration, has prepared "Unemployment Relief in Labor Disputes," a study of the policies and procedures in that state from 1935 to 1939 regarding aid to strikers. From the administration, 155 West Washington Boulevard, Los Angeles. . . . "The Woman Wage Earner: Her Situation Today," by Elisabeth D. Benham, brings together from many sources information requested of the U. S. Department of Labor by the National YWCA and other agencies. Bulletin of the Women's Bureau, No. 172. Price 10 cents, from the superintendent of documents, Washington, D. C.

The Public's Health

NO banner health year for the United States was 1939 which brought with it an oversupply of influenza, an abundance of measles, and infantile paralysis in epidemic proportions. Nevertheless improvement was achieved in the records of many other communicable diseases. The first forty-nine weeks showed only 22,564 cases of diphtheria as compared to the 28,034 for the same period in 1938; 1851 cases of meningococcus meningitis as compared with 2700 the year before; 151,214 of scarlet fever as compared to a previous 175,202; 9279 of smallpox as against 13,858; 12,416 typhoid fever as against 13,858; 165,667 of whooping cough as compared to 199,511 in 1938. The incidence of measles, too, was reduced considerably from the 1938 figure, but in that year the total number of cases had exceeded any since the inauguration of federal health records. Says *Public Health Reports,* bulletin of the U. S. Public Health Service concerning the general state of alarm over last summer's infantile paralysis prevalence: "At the same time the public remained comparatively indifferent to the more definite menace of less well dramatized conditions, such as tuberculosis among young people. This in spite of the fact that there are as many deaths from tuberculosis each year as there were cases of poliomyelitis (infantile paralysis) in the past ten years."

New Model—A redraft of its model health insurance bill has been prepared "in the light of the nation's experience with social insurance" by the American Association for Social Security. No changes have occurred in the underlying motive to provide disability, medical and maternity benefits to sick workers and their dependents through periodic contributions on the part of the employers, employes and the government. However, the redraft provides for a new method of contribution setting up a basis of flat rates within wage classes in order to eliminate the "burdensome record keeping now involved in our social insurance systems." The amounts paid by the employer and the government would be relatively greater for the lower paid workers though the latter would contribute a smaller wage percentage than those in higher wage classifications. The system would be "self-regulatory" through a simple stamp system.

The model bill provides for two types of benefits: service in the form of medical and dental care, and disability benefits in the form of cash equivalent to 75 or 80 percent of normal weekly earnings. Medical service would include preventive as well as curative functions. Participation in the program would be open to any physician, with free choice of doctors guaranteed to the patient and freedom in patient rejection to the physician. Administration would be under a non-salaried state board containing representatives of employers, labor, and the medical and dental professions, and would be decentralized through similar local councils. Cash and medical benefits would be administered separately, the latter being wholly in the hands of physicians.

Cancer—A glance at a map printed in a recent issue of the *National Bulletin* of the American Society for the Control of Cancer shows a peculiar relationship between geographical region and cancer deathrate. Solidly black was New York State, and all of New England except Connecticut, black standing for the highest cancer deathrate—over 150 deaths per 100,000 population. Next highest rates, from 130 to 150, were in the Pacific Coast states and the North Central cluster consisting of Minnesota, Iowa, Wisconsin and Illinois. Almost solidly white—the lowest rates, 50 to 80—was the Solid South and the Southwest. North Dakota and Wyoming were two white islands surrounded by states with medium or medium-low rates.

Pennsylvania Heals — Statistics brought together by Ralph Carr Fletcher and Katharine A. Biehl in a recent issue of *The Federator,* organ of the Federation of Social Agencies of Pittsburgh and Allegheny County, offer a chance for scrutiny of the first eight months' workings of Pennsylvania's state medical care program for the indigent. (See *Survey Midmonthly,* October 1938, page 323.) The program, inaugurated in September 1938, provides medical, nursing, clinical, pharmaceutical service and emergency dental care—all freely chosen by the patient—for the state's public assistance recipients under the supervision of a State Healing Arts Assistance Committee and local county committees. The principal duty of the county committees, which are made up of representatives from each of the participating professions, is to pass, reject or prorate bills rendered by participants. The state makes a monthly allocation to the counties which, once made, may not be increased

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or decreased. Nor may a balance be carried forward from one month to the next. Should the allocation be too small, all bills are prorated except for pharmaceutical bills which always are paid in full.

The figures for Allegheny County show that for the first two and a half months things went along smoothly enough—the amounts approved and the amounts paid by the state were identical. But in December appeared the first discrepancy between the two amounts. The sixth month, February, showed $41,670 in approved bills (excluding those for pharmacies), but after proration had set in the representatives of Pennsylvania's healing arts professions could only collect $15,048 or 36 percent of the approved amount. In April conditions were somewhat improved, the accepted bills amounting to $37,172 and the amount paid to $22,675.

An analysis of the distribution for March shows 50½ cents out of every dollar spent going to physicians, 5½ cents to pharmacists, $5\frac{1}{10}$ cents to dentists and clinics, $3\frac{3}{5}$ cents to nurses or nursing organizations. By this, the seventh month of operation, 24 percent of the county's registered physicians, 23 percent of the registered dentists, 60 percent of the pharmacists were participating in the program.

"It is obvious," say Mr. Fletcher and Miss Biehl in conclusion: "that . . . the prorata method places a substantial burden of the cost of medical assistance upon the members of the healing arts professions."

Cock-a-Doodle-Doo—Latest propaganda channel for organized medicine is the National Physicians' Committee—not to be confused with the Committee of Physicians, the group of progressive doctors who have consistently stood out for more widespread medical care for the American people. Only recently organized, the NPC, which describes itself as "with" but not "of" the American Medical Association, is frankly out to "cock-a-doodle-doo loud enough to drown out the destructive propaganda of the geese honking for socialized medicine." Its special target is the Wagner health bill. That the new committee, whose membership includes several past presidents of the AMA, finds the desires of the people of the United States hardly worthy of notice is indicated by the language of its press releases: "The committee hopes to make enough noise so that Congressmen will find some other worm besides 'free medical care' with which to feed their peeping constituents."

Advisory Committees—In Minnesota a state medical advisory committee has been created for consultation with the Minnesota Division of Social Welfare on medical problems connected with programs of aid and service. This committee, acting jointly with the welfare division and the Minnesota State Medical Society, has appointed county medical advisory committees to help county welfare boards in solving any problem connected with medical care, payments of medical bills and decisions on emergency cases. The local committees also will advise the county agencies when there is a difference of opinion or recommendation between physicians. Difficult problems or differences can be referred to the state committee which is composed of representatives of the medical profession from urban and rural sections. State welfare officials hope that through the help of these advisory committees medical care will be expanded and that a greater emphasis will be placed on rehabilitative and preventive work as against emergency attention.

V.D.—The last federal fiscal year—July 1, 1938 to June 30, 1939—saw 315,000 persons seek treatment in venereal disease clinics, more than twice as many as in the previous year. Reports to the U. S. Public Health Service also show that there were 25,000 more syphilis cures in 1939 than in 1938. The number of clinics increased 30 percent, numbering 2405 at the end of the period. There are now only three states which do not maintain or give aid to venereal disease clinics. . . . Taking the offensive in the war against venereal disease, federal probation officers and the Alabama State Health Department have made an agreement whereby every federal probationer in the state shall receive free examination and treatment, if necessary, in one of the department's sixty-four venereal disease clinics. One of the conditions of probation is that the probationer submit himself for examination and treatment either to the health department or to a private physician and that he continue treatment until officially discharged.

In Print—Not exhaustive but certainly valuable to anyone interested in finding material on the present medical care controversy is "Selected Bibliography on Health and Medical Services in the United States," by Elizabeth G. Pritchard and Margaret T. Prince, recently published by the informational service of the U. S. Public Health Service's division of sanitary reports and statistics, Washington, D.C.

Safety First

THE Safe Walkers' Club, recently organized in Louisville, Ky., to publicize the high frequency of pedestrian accidents in the streets and to stimulate safety interest on the part of the pedestrian, is reported to be "really going places." Launched with enthusiasm at a mass meeting held in the city hall, a membership drive recruited 10,000 members in the first eight days. Armbands for policemen, posters, radio sidewalk interviews and some 50,000 lapel buttons were used to make the city safety conscious. "Since the movement was initiated," said Frank W. Rodenheber, manager of the Louisville Safety Council and chairman of the club, "not a club member has been struck by a car."

Good Record—A saving of sixty-eight lives in ten months in spite of increased travel on the state highways is credited to the Minnesota Highway Patrol in the report of Elden Rowe, chief officer. With seven captains and 107 patrols, Mr. Rowe controls traffic over a highway system of approximately 11,400 miles.

Pedestrian Knowledge—In cooperation with the Cleveland Police Department, radio station WGAR is conducting a weekly sidewalk interview of passersby from downtown street corners. The pedestrian is asked two questions related to traffic problems. Two correct answers rate two theater tickets; one correct answer, one ticket. If the questionee misses both questions he is handed a digest of traffic ordinances, courtesy of WGAR. The theater tickets are contributed by five of Cleveland's larger theaters.

First Aid—The Texas Highway Department is training all its field workers in first aid. Some 8000 employes have already taken the course, as have about 3000 contractors, firemen, policemen, deputy sheriffs and others. Julian Montgomery, state highway engineer, maintains that thirty lives have been saved as a consequence and that accidents have been materially reduced.

Intoxicated?—Findings of the National Safety Council's Committee on Tests for Intoxication, showing that .15 of one percent alcohol in the blood may be definitely accepted as branding a motorist too drunk to drive, have stimulated interest in scientific tests to establish sobriety or drunkenness. According to Judge Harry H. Porter, chairman of the committee, there are five infallible tests which may be used to eliminate doubt in cases involving allegedly drunken driving. These have been used in twenty states during the past year and their use is spreading rapidly. Since they measure the concentration of alcohol in the blood rather than the amount consumed, they serve to exonerate the innocent as well as to provide evidence against the guilty. The method of analyzing breath blown by the suspect into a toy balloon was given to over 3000 volunteer human guinea pigs at the last New York Auto Show. Findings were confirmed by the tested.

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Dramatized—The reports of motor vehicle fatalities in the Bureau of Safety of the Idaho Department of Law Enforcement have been used as a basis for a radio dramatization, "Interviews with Death." In the broadcast, actors representing real drivers guilty of infractions of traffic laws are heard soliloquizing as they speed along. They ask questions; "Death" answers them. Care is taken to hide the identity of the persons involved in the cases used.

What Price Falls — People like Humpty Dumpty cause a direct outlay for workmen's compensation insurance payments and medical expense approximating $100 million a year, according to figures brought out by the 1939 Western Safety Conference. Some 3000 workers in American industry die from falls every year; 37,000 are permanently injured; 194,400 lose at least one day's work. Fatigue, illness, nervous shock, intoxication, may impair muscular coordination or affect one's equilibrium. Defective vision or improper shoes also may cause bad falls.

Professional

KNOWLEDGE of child psychology, child development, behavior problems, juvenile delinquency, mental hygiene, social case work and the legal aspects of compulsory education must be a part of the equipment of attendance officers in New York City, according to regulations adopted recently by the board of superintendents of public schools. Besides a familiarity with these aspects of social work, the new ruling, which is subject to final approval by the Board of Education, requires each attendance officer to have a college degree. Incumbents will be given an opportunity to equip themselves to comply with the rulings.

Change — Rechristened and redressed, the periodical of the student organization of the New York School of Social Work has taken on an impressive dignity. But last year's *Therapist* in becoming *Trend,* and graduating from mimeograph to print, does not confine its new-found maturity to physical appearance. The articles in Volume II, Number 1, reveal a sober awareness on the part of the students of the social responsibility which they are preparing themselves to assume.

How to Do It—What to tell, what channels to use, where to spend money, when to look a gift horse in the mouth, are some of the things that can be learned from the Social Work Publicity Council's new bulletin, "How to Plan a Public Relations Program," by Mary Swain Routzahn. It is unnecessary to remind social workers of the value of Mrs. Routzahn's advice on any phase of social work publicity or fund raising. Price 50 cents from the council, 130 East 22 Street, New York.

Self-Responsibility—As a result of action at the last session of the California legislature, the new State Board of Nurse Examiners is now functioning within the State Department of Professional and Vocational Standards and "nurses are themselves responsible for the conduct and management of their own professional affairs." The new board supersedes the old Bureau of Registration of Nurses in the Department of Public Health. It has six members, appointed by the governor. Its president is Gertrude R. Folendorf of the Shriners' Hospital, San Francisco.

For Consultation—After ten years of experience as a psychiatric social worker, Doris Mode has set up a private service for consultations on personal problems at 915 North Oxford Avenue, Los Angeles. Fees will be "adjusted according to the income of the applicant." Miss Mode, recently of the Philadelphia Child Guidance Clinic, holds degrees from the schools of social work at the University of Chicago and the University of Pennsylvania.

Meetings—The sixth annual conference on the conservation of marriage and the family is announced for April 9-12 at Chapel Hill, N. C., under the leadership of Prof. Ernest R. Groves. Attendance, limited to 200, is by invitation. . . . The annual convention of the American Red Cross, originally scheduled for May 13-16, has been pushed up to April 1 because of "war relief pressure."

At the Schools — A pre-vocational course in social work is offered to juniors and seniors at the California State Teachers College, San Diego, by Prof. Kenneth E. Barnhart of the department of sociology. The course includes, says Professor Barnhart, the meaning and purpose and evolution of social work, work with dependent and delinquent children, medical and psychiatric social work and local, state and federal programs of social welfare. . . . The University of Chicago last month inaugurated an Institute of Statistics in downtown Chicago to provide "statistical training for men and women in industry, business and science." Institute director is Joel Dean, research associate of the Cowles commission for research in economics. . . . The University of Denver has announced that Ben M. Cherrington resumed duties, January 1, as director of the Foundation for the Advancement of Social Sciences. On April 1, Mr. Cherrington will return to Washington to complete his work as chief of the division of cultural relations in the U. S. Department of State.

The New York School of Social Work will offer next summer—July 29 to August 9—two groups of seminars open to experienced social workers. Among them will be "New Trends in Child Placing," leader, Dorothy Hutchinson, which will discuss current trends and developments in child welfare with special reference to practices and problems in child-placing agencies. Case material will be used for analysis of method with emphasis on the adaptation of this material to basic case work theory. For details address the school, 122 East 22 Street, New York.

Security—A recent ruling of the U. S. Treasury Department provides for the inclusion of the American Association of Social Workers under the provisions of the Social Security Act. The association is included as a member organization. The ruling does not apply to agencies doing social work directly.

People and Things

MYSTERIOUS are the ways of wish-fulfillment, say psychologists and social workers. Laymen, however, might think that the recent request made of the Illinois Department of Welfare was merely the result of confusion over the names of its divisions of old age assistance and delinquency prevention. At any rate, ungratified remains the worthy citizen who wrote for literature on "Old Age Prevention." The department, says its *Welfare Bulletin,* responded that it "had not, as yet, gone into that."

Honored — The Baltimore Hebrew Congregation recently held a religious service to honor Rabbi Morris Samuel Lazaron, who last month completed his twenty-fifth year as the congregation's rabbi. . . . The Clement Cleveland Medal for 1939 has been awarded to Dr. Francis Carter Wood, director of Columbia University's Institute for Cancer Research. The medal, awarded each year by the New York City Cancer Committee of the American Society for the Control of Cancer, was given to Dr. Wood for his work as the chairman of the cancer exhibit at the New York World's Fair.

Californians—After some ten years in New York with the Brooklyn Federation of Jewish Charities and the Graduate School for Jewish Social Work, Samuel C. Kohs has returned to the California fold as secretary of the Los Angeles Coordinating Committee for Aid to Refugees. . . . Eva Hance, who was director of welfare of San Francisco's International Exposition, Treasure Island, is now with the division of social planning of the Oakland Community Chest. . . . Kenyon J. Scudder, who made an outstanding record and a national reputation

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as chief probation officer of Los Angeles County, is now warden of the U. S. Industrial Reformatory at Chillicothe, Ohio. . . . Walter P. Chambers of Los Angeles has succeeded H. Dewey Anderson as state relief administrator. . . . Dr. A. E. Larsen, for five years chief of the San Francisco central medical bureau, has been appointed medical consultant of the Farm Security Administration for the western region and medical director of the Agricultural Workers Health and Medical Association in California and Arizona. The association, more or less sponsored by the FSA, conducts a health program for migrants. . . . Reuben B. Resnik, former executive secretary of the Jewish Committee for Personal Service in Los Angeles and recently western field representative for the Council of Jewish Federations and Welfare Funds, is the new executive director of the Jewish Welfare Fund in Dallas, Tex.

Correction Work—Austin H. MacCormick, for the past six years commissioner of correction in New York City, recently announced his resignation in order to become executive director of the Osborne Association, organization for research in crime and penology. . . . Dr. Leo J. Palmer has been transferred from his position as superintendent of Walkill Prison, N. Y., to superintendent of the Elmira Reformatory. He succeeds Dr. Frank L. Christian who has found it necessary to retire because of disability resulting from injuries received last summer when he was attacked by two reformatory inmates attempting to escape.

Foreign Relief—Recognizing the need for coordination in the variety of appeals for the relief of war-torn humanity, the Federal Council of the Churches of Christ in America and the Foreign Mission Conference have joined in creating a committee to disseminate information regarding foreign relief appeals. In addition to "validating such appeals as have strong claim on the support of churches," the committee will act as a coordinating agency and receive funds for transmission to the appropriate organizations. So far the committee officially has been concerned with agencies offering relief to German refugees, suffering civilians in China, Polish and Spanish refugees, "struggling" European churches and minority groups, missionaries and mission stations affected by war, prisoners of war and interned civilians. Co-chairmen of the committee are Dr. John R. Mott and Dr. Lewis Seymour Mudge.

Wrong Price — "Quantity and Cost Budget of a Single Working Woman," listed in The Pamphlet Shelf for December sells for 15 cents, not 10 cents as quoted. From the department of economics, University of California, Berkeley.

New Jobs—Pittsburgh's first low rent housing project, Bedford Dwellings, will have as its manager, William E. Hill, former industrial secretary of the local Urban League. . . . New director of public health in Philadelphia is Dr. Hubley R. Owen, former chief surgeon of the medical division of the city's Department of Public Safety. . . . After four years with the Child Welfare League of America, Sybil Foster has resigned to become director of the foster homes department of the New York Children's Aid Society. . . . Gertrude Nabrit Thomas, graduate of the Atlanta School of Social Work, is now a caseworker on the staff of the Colored Orphan Asylum, Riverdale, N. Y. . . . The recently appointed secretary of the extension program of the Birth Control Federation of America is Helen Kennedy Stevens, formerly assistant to the dean of Barnard College, Columbia University. . . . Charles L. Franklin, until recently on the staff of the bureau of research and statistics of the New York state division of placement and unemployment insurance, has been appointed social service analyst to the Bureau of Old Age and Survivor's Insurance, Social Security Board. . . . The Family Welfare Society of Boston has lost a capable extension secretary in Basil Beyea who has gone to the Greater New York Fund "where he will devote all of his time to writing." . . . A. E. Joyal, head of the department of education of the University of Denver will leave his position at the end of the term to go to the University of Maryland as professor of education. . . . New director of the works project division of the NYA is Maurice Mandell, formerly deputy state NYA administrator in California. . . . The Indiana State Board of Health's bureau of public health nursing has as its maternal and child health consultant Dalya Wildebar, erstwhile director of the American Red Cross district nursing service at Lockport, N. Y.

Holmes Photo Reflex

STUART K. JAFFARY

This month, social work education in the United States lost an expert to Canada when Stuart K. Jaffary left Tulane University's School of Social Work, where he was professor of social economics, to take up duties at the University of Toronto's department of social science. There his teaching interests are now concentrated on the fields of public welfare and social research. However, he eventually will assume administrative duties as acting director of the department to succeed Prof. A. D. Graver, recently resigned. Although a native Canadian, Mr. Jaffary gained his professional training in this country. He recently received his Ph.D. in social service administration from the University of Chicago.

Chairman — Allied Youth, national movement in alcohol education for high-school students, has a new chairman for its board of trustees, Homer P. Rainey, president of the University of Texas.

Group Workers—Schools of social work are reaching into the settlements these days for "the human stuff" for strengthening their courses in group work. Ann Zaloha has gone from Chicago Commons to the Graduate School of Social Work, University of Nebraska; Saul Bernstein from University Settlement, Cleveland, to the New York School of Social Work; Helen Walker from Madonna Settlement, Chicago, to the National Catholic School of Social Service, Washington, D. C.; Patricia Alsop from Christodora House, New York, to Temple University, Philadelphia.

Campaign — Chairman of this year's Greater New York Fund campaign is John Albert Brown, president of the Socony Vacuum Oil Company. Mr. Brown succeeds Thomas I. Parkinson, president of the Equitable Life Assurance Society of the United States, who recently was presented with a scroll in appreciation of his part in the 1939 campaign.

More than $7 million have been raised by the Greater New York Fund since its inception two years ago, according to announcements of the fund's executive committee. Of this, $3,454,634 was raised last year. The 1940 campaign will run for six weeks beginning April 1.

Winner—A story of a volunteer's educational work with an epileptic boy, published in the January issue of the *Junior League Magazine,* won for Shirley C. Van Cleef of New Haven, Conn., the magazine's contest for the best article submitted about the actual experiences of a volunteer.

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Book Reviews

Mostly Diseases

MEDICAL INFORMATION FOR SOCIAL WORKERS, edited by William M. Champion. William Wood. 529 pp. Price $4, postpaid by Survey Associates, Inc.

A HANDBOOK of information in regard to medical problems has been needed by social workers for many years. The practicing physician has found himself "too busy," and it has remained for medical men associated with the School of Medicine of Western Reserve University to produce such a volume. The preface is by the associate professor of medical social work.

Because the book is designed for social workers, this reviewer would have been glad to see a more extended discussion of medical social work implications following the material descriptive of various diseases and their treatment. As a rule, the rank and file of social workers have very limited experience with the solution of medical problems and few enter the field of medical social work, with its comprehensive handling of this subject. For that reason a book such as this should offer them more definite direction.

Dr. Champion has brought together a comprehensive series of chapters, written by various specialists, dealing with diseases of adults and of children in medical, surgical and other fields of specialization from birth to old age. His own sections on pediatrics and infectious diseases are comprehensive; and his chapter on historic aspects of medicine should be of interest to social workers. The chapter, "How to Select a Physician" leaves one with the wish that the burden of choice were as easy as it sounds. One is in entire agreement that the internist and the pediatrician should be on our list for first call in relation to medical problems; all too often we rush to the specialist.

The content of the volume, in terms of space given to various subjects, is uneven. For example, approximately sixty pages are given to diseases of the eye. Perhaps this is justified since as the writer says: "Ninety percent of our knowledge of the outside world comes to us through our eyes." But only twenty-eight pages are given to the physiology of pregnancy and prenatal care, which are functions vital to the human race. Only ten pages are given anemias and diseases of the central nervous system and very little reference is made anywhere to the mental hygiene aspects of disease and convalescence.

There should be room in a book like this for one long chapter on health and health maintenance as contrasted with disease and its cure. The layman, inclusive of the social worker, knows too little about what it means to be well and to maintain health. The social worker, if equipped with that knowledge, would have a real "sickness prevention" contribution to make to her clients. But even with the wish that this book might have gone further, the student who reads it will have acquired a valuable body of knowledge.

ELLEN C. POTTER, M.D.
New Jersey Department of Institutions and Agencies, Trenton

Day-to-Day Dealing

SOCIAL PROBLEMS IN LABOR RELATIONS —A CASE BOOK, by Paul Pigors, L. C. McKenney, and T. O. Armstrong. McGraw-Hill. 325 pp. Price $3, postpaid by Survey Associates, Inc.

WITH the exception of a brief preface and a short introduction, this entire book is made up of case records on industrial relations, grouped to illustrate the social problems inherent in hiring and firing policies, employe rating schemes, training and apprentice programs, methods of wage determination, safety measures, and so on. The cases are not evaluated, and no attempt is made by the authors to indicate rightness and wrongness in handling any of the problems presented. One gathers that both the companies from which the cases were taken have trade union contracts, but nowhere in the book is there a presentation of the terms of these agreements.

It must be said that the authors are coping with what may be called the very heart of labor relations, that is day-to-day dealing with day-to-day problems as they arise in the large scale, impersonal manufacturing concern. The authors clearly recognize the long time breach between management and the people "at the bench," but they have failed to give much assistance to those participants in industrial management who today, as never before, are looking for help in the newer problems created by mandatory collective bargaining and trade union agreements.

The authors themselves seem to view this book as only a beginning. It is to be hoped that future studies will continue to utilize the case method in marking the lines along which good labor relations can be built up and maintained, and in defining techniques of labor-contract administration.

WILLIAM NUNN
University of Newark, Newark, N. J.

Up to Now

HEALTH IN HANDCUFFS, by John A. Kingsbury. Modern Age Books. 210 pp. Price 75 cents, postpaid by Survey Associates, Inc.

IF the title of this forceful book really fitted its subject matter, it would be "How to Get Health Out of Handcuffs." The key which Mr. Kingsbury offers is the national health program of Miss Roche's Interdepartmental Committee, implemented by Senator Wagner's national health bill. Two thirds of the volume is taken up by accounts and interpretations of the National Health Conference of July 1938, the recommendations offered by the federal committees, Senator Wagner's bill, and the hearings and committee report on that measure. It is to be regretted that Mr. Kingsbury's own plan for the actual operation of health insurance is pocketed in the middle of the book instead of being incorporated into his final program, an arrangement which would have placed more emphasis on the actual delivery of medical service and less on organization and finances.

"This is a book which will step on a great many toes, including those of some physicians," says the publisher's blurb, suggesting something much more controversial than the reader will actually find. The opening chapters present sympathetically the part played by physicians and medical agencies in the existing situation. "It is difficult," says Mr. Kingsbury, "to overstate the great public service which the American Medical Association and its constituent societies have performed. . . . The medical profession is a group engaged in an essentially humanitarian service, but momentarily trapped in the meshes of a transitional period." On the other hand, in a forceful chapter, he presents "AMA *vs* USA," declaring that: "The association's political policies are bankrupt. Instead of being wind in the sails which carry us forward, they are a dragging anchor."

One notes a few questionable statements, and of course there are numerous points on which even those who may be in general sympathy with the author's views will disagree with his judgments. But a clear and incisive story of recent events and current programs has been much needed and will be useful to those who want information for themselves and to those who seek material with which to inform and persuade others.

New York MICHAEL M. DAVIS

Chosen Children

ADVENTURING IN ADOPTION, by Lee M. and Evelyn C. Brooks. University of North Carolina Press. 225 pp. Price $2, postpaid by Survey Associates, Inc.

CHILD adoption is a topic which engages more than the ordinary amount of public interest. Journalists have produced many human interest stories and social workers and psychologists have contributed out of their experience to literature on the subject. In "Adventuring in Adoption," Prof. and Mrs. Brooks have made available a thoughtful, comprehensive, general discussion of the subject. They have drawn on their own experience, gathered together and analyzed the experience and opinions of other foster parents, and have consulted with students and practical workers. In addi-

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Besides giving specific information for families considering adoption, the authors describe some of the present day methods and objectives of the agencies of recognized professional standing. In the general discussion of what is happening about adoptions in the United States they point out modern trends and indicate some of the gaps and weaknesses in program and standards. The book also contains an interesting review of the historical development of child placement and adoption, and, in the chapter on laws which regulate adoptions, a carefully arranged tabulation of the legal and social requirements for adoption of each of the jurisdictions of the United States.

The authors put very definite limits for themselves in this book but, throughout the text and in the annotated bibliography, they indicate their awareness of the many aspects to child adoption most of which will justify further exploration. The book as it stands is valuable both because it contains a great deal of interesting and useful information which has been carefully assembled, well organized, intelligently interpreted and presented in a forthright way, and because it stimulates the reader's interest toward further study.

SOPHIE VAN S. THEIS
Child Placing and Adoption Committee
State Charities Aid Association

To Pore Over

THE CHALLENGE OF ADOLESCENCE, by Ira S. Wile, M.D. Greenberg. 484 pp. Price $3.50, postpaid by Survey Associates, Inc.

MOST books on adolescence or the adolescent are just so much wasted time. Having laboriously waded through Hall and all the books since, I think it fair to say that each is concerned with a particular aspect of adolescence. Why, I do not know, but that seems to be the fact. Dr. Wile's book is refreshingly different in that he brings in social factors, not as something remote from the adolescent, but as something he must meet and face. Sex, as such, is only one of the problems.

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New York LAWSON G. LOWREY

Sociological Problem No. I

RACE RELATIONS AND THE RACE PROBLEM, A DEFINITION AND AN ANALYSIS, edited by Edgar T. Thompson. Duke University Press. 328 pp. Price $3.50, postpaid by Survey Associates, Inc.

ELEVEN sociologists have collaborated under able editorship to give us a generalized and liberalized picture of the racial situation of the South. Fortunately the picture is dynamic so that the reader gets an idea of the forces at work, the attitudes involved, and the trends of change as well as of its factors and situations. In a timely and progressive way, too, the study has been generalized by emphasizing, in the majority of its chapters, the analogies of the Negro-white relations with all other minority situations and problems.

No reader could come away from this book with the notion that the American race problem was an isolated or peculiar one: indeed he more probably would carry away the impression that it was merely a localized national epitome of the conflicts of cultural difference and intergroup rivalry the world over. General phenomena of culture conflict, such as caste distinctions and codes, intermarriage and miscegenation, group differentials in the division of land and labor, relative rates of survival, and attitudes of rivalry and accommodation, are all discussed in terms of their Negro-white exemplifications. By means of common denominators one gets a sense of the important similarities of the American race problem with its many analogues throughout history and throughout the world.

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caste system blocks the path of general social advance in the South; that the failure to analyze the economic basis of the Negro's position may be responsible for the provincial and unprogressive economic programs of the entire region. All of this integration, scientifically established, cannot but be useful in resolving the traditional stereotypes and dilemmas of southern tradition and prejudice. In terms of integration, the race problem must ultimately shift from historical myth to scientifically viewed reality and from reactionary and stereotyped tradition to progressive and practical reform.

Howard University — ALAIN LOCKE

Where We Stand

HOUSING YEARBOOK 1939. National Association of Housing Officials, 240 pp. Price $3, postpaid by Survey Associates, Inc.

THE annual publication of the National Association of Housing Officials dealing with the large scale housing activities of federal and local governments in the United States is always a welcome addition to the library of the public official as well as the housing enthusiast. This year there is a roll call of the accomplishments of each state to date, with reports by the heads of each important federal housing agency on the accomplishments of his particular division. Also included is a directory of housing agencies, national and local, public and private. The whole book is well edited and makes interesting and impressive reading.

This is the most convenient and authoritative survey which the National Association of Housing Officials has yet published. Particular attention is called to the role of citizens' groups in the local housing programs as reported from each state. Much interest lies also in the report of W. W. Alexander on the housing activities of the Farm Security Administration, which has evidently been hiding its light under several bushels.

New York — CARL FEISS

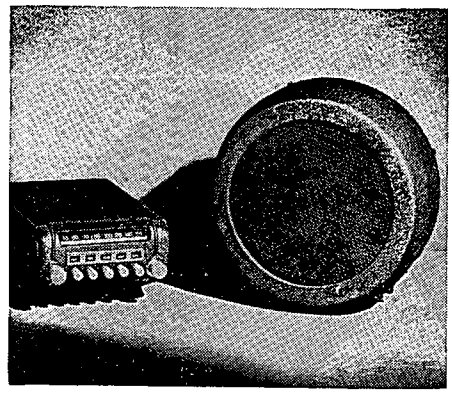
The Importance of Association

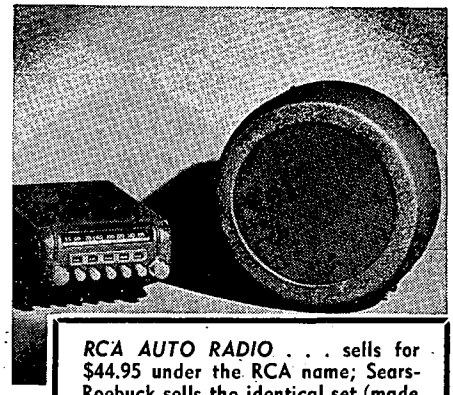
PARENTHOOD IN A DEMOCRACY, by Margaret Lighty and Leroy E. Bowman. Parents' Institute, Inc. 236 pp. Price $1.50, postpaid by Survey Associates, Inc.

PUBLISHED for the Robert E. Simon Memorial Foundation by the Parents' Institute, publishers of *Parents' Magazine*, this volume quite appropriately concludes with a brief biography of that outstanding citizen of New York whose early death saddened a host of friends and involved a heavy loss to many sound social enterprises.

The volume deals with the development of the United Parents' Associations of New York City, of which Mr. Simon was president for a number of years and in which he was closely interested until his death. It discusses the importance of

(*Continued on page* 86)





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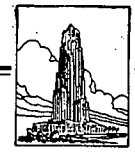

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(*Continued from page* 83)

such associations not merely as a forum through which parents of school children can try to improve conditions in the schools but still more as a means of transforming its members into citizens with a broader outlook and into parents with better knowledge of the problems of their children.

It was the effect on the members themselves that in time overshadowed all other objectives: "To a greater or less degree the associations in their different neighborhoods provide opportunities for the father and mother to have something to say about the community in which their children are growing up and to learn how to become better guides for them. And in this process many members gain, too, something of a better life for themselves, through the discipline and the satisfaction of participation, of planning and accomplishing with other parents for other people's children as well as their own."

The first half of the book discusses the development of the U.P.A.; the second concerns itself more with the techniques of an organization which must interest a rapidly changing membership in a widely scattered community. How much the control should be centralized and how much decentralized; how much authority should be exercised by the officers and directors —in fact, how much can be exercised by them without losing the support of the local organizations—is the subject of extensive discussion.

The book emphasizes the responsibility of parents; the continued and growing importance of the home; and the necessity of broad democratic contacts among parents if the young people are to be brought up with sound democratic ideals.

The foreword by William H. Kilpatrick emphasizes these trends, recognizes and praises the leadership of Robert E. Simon and shows the vital necessity of strengthening our democracy in this troubled world. The book should prove useful and informative on the shelves of all interested in community organizations.

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THE GOVERNMENT AT YOUR SERVICE, by Archie Robertson. Houghton, Mifflin. 340 pp. Price $2.75, postpaid by Survey Associates, Inc.

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As a reference book, schools and public libraries should find this a valuable addition to their shelves. It is in line with the modern educational trend towards a more intimate and realistic acquaintance with the activities of government and towards a more alert citizenry. The concord would have been yet more harmonious had the author referred, however briefly, to something which is never even hinted in the entire book, namely, a recognition of the fact that government is of the people and by the people as well as for them. While confining his attention to ways in which the federal government can help the citizen is, of course, the author's prerogative, the larger truth is so much needed today that a book on any phase of government will do well not to ignore it.

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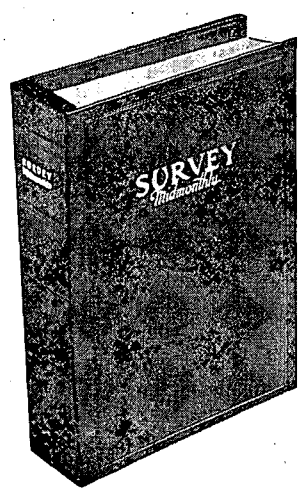

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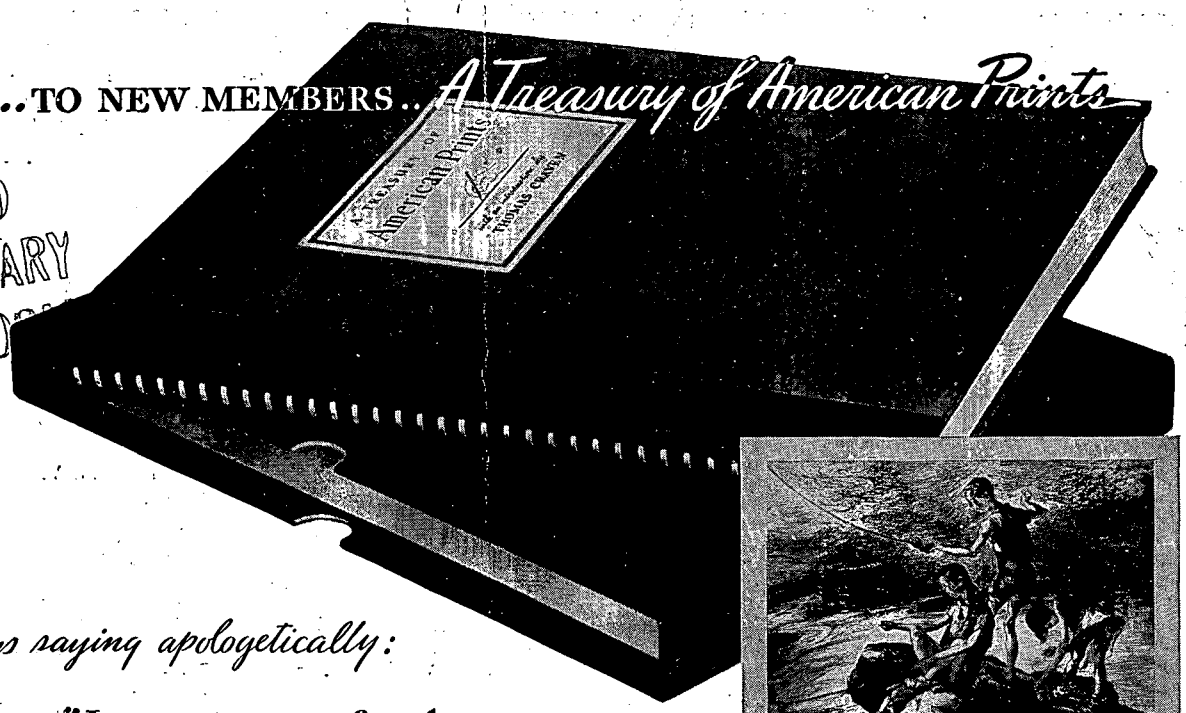

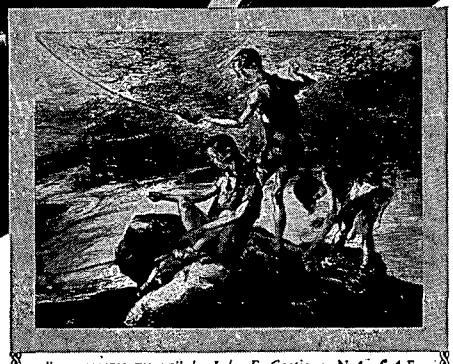

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